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ABSTRACT

The purpose of this paper is to suggest several alternative patterns of organizing Alberta's present post-secondary educational system. This purpose is achieved by: (1) examining the generally accepted goals of higher education; (2) advancing several arguments for and against government intervention; (3) an analysis of several plans now in operation in North America; (4) a description of the existing organizational structure in Alberta's post-secondary education; (5) presenting several alternative models that would consolidate the existing structure; (6) recommending a model and giving the logistics for its adoption; and (7) the presentation of an ideal model. (Author/HS)

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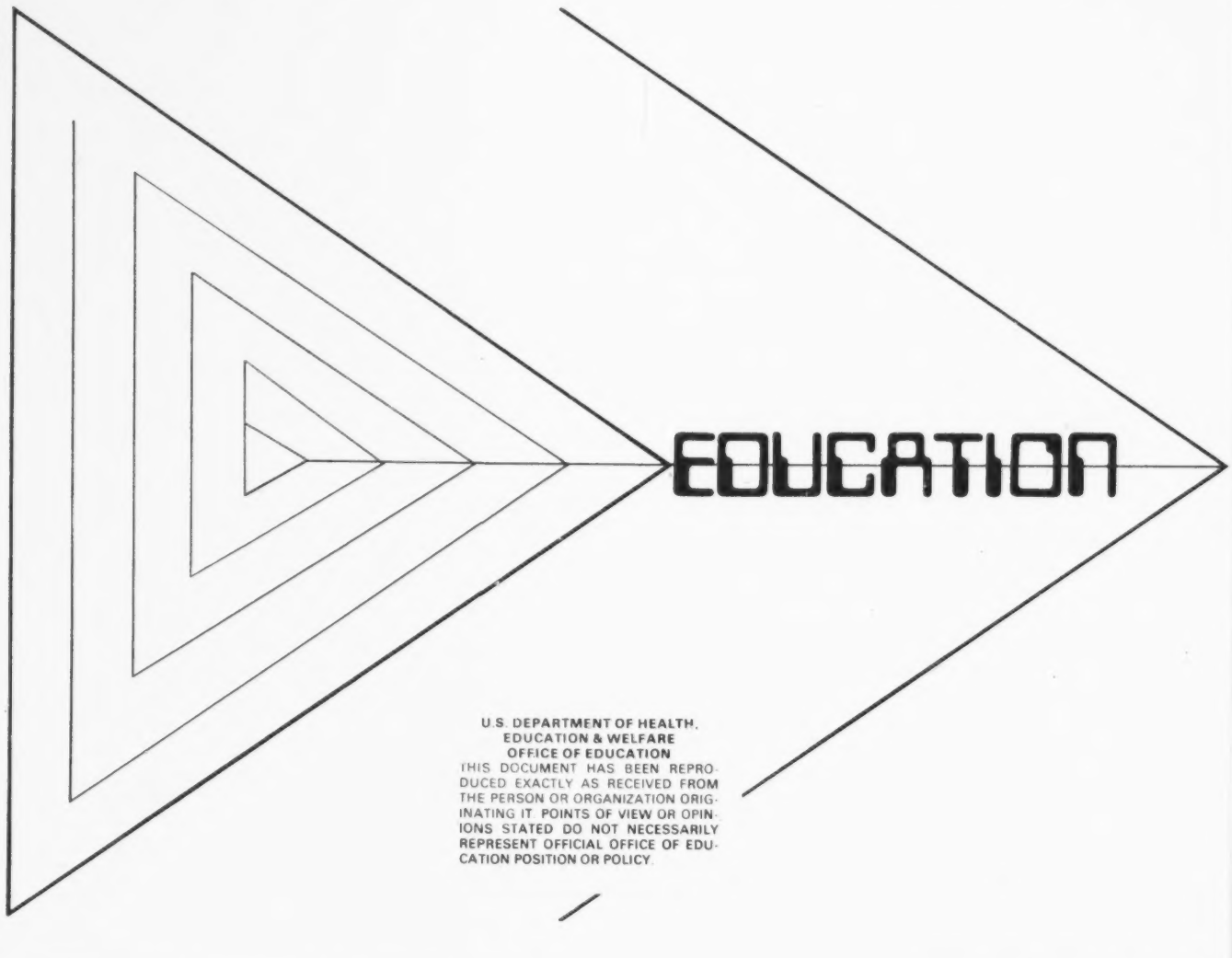
MASTER PLANNING MONOGRAPH 2

Alternative Futures

Alternative Patterns of Governance for the Alberta Post-Secondary Educational System



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May 1971

Alberta Colleges Commission

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MASTER PLANNING MONOGRAPH #2

ALTERNATIVE FUTURES

ALTERNATIVE PATTERNS OF GOVERNANCE FOR THE ALBERTA POST-SECONDARY EDUCATIONAL SYSTEM

BY

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FOR THE

ALBERTA COLLEGES COMMISSION

May, 1971

FOREWORD

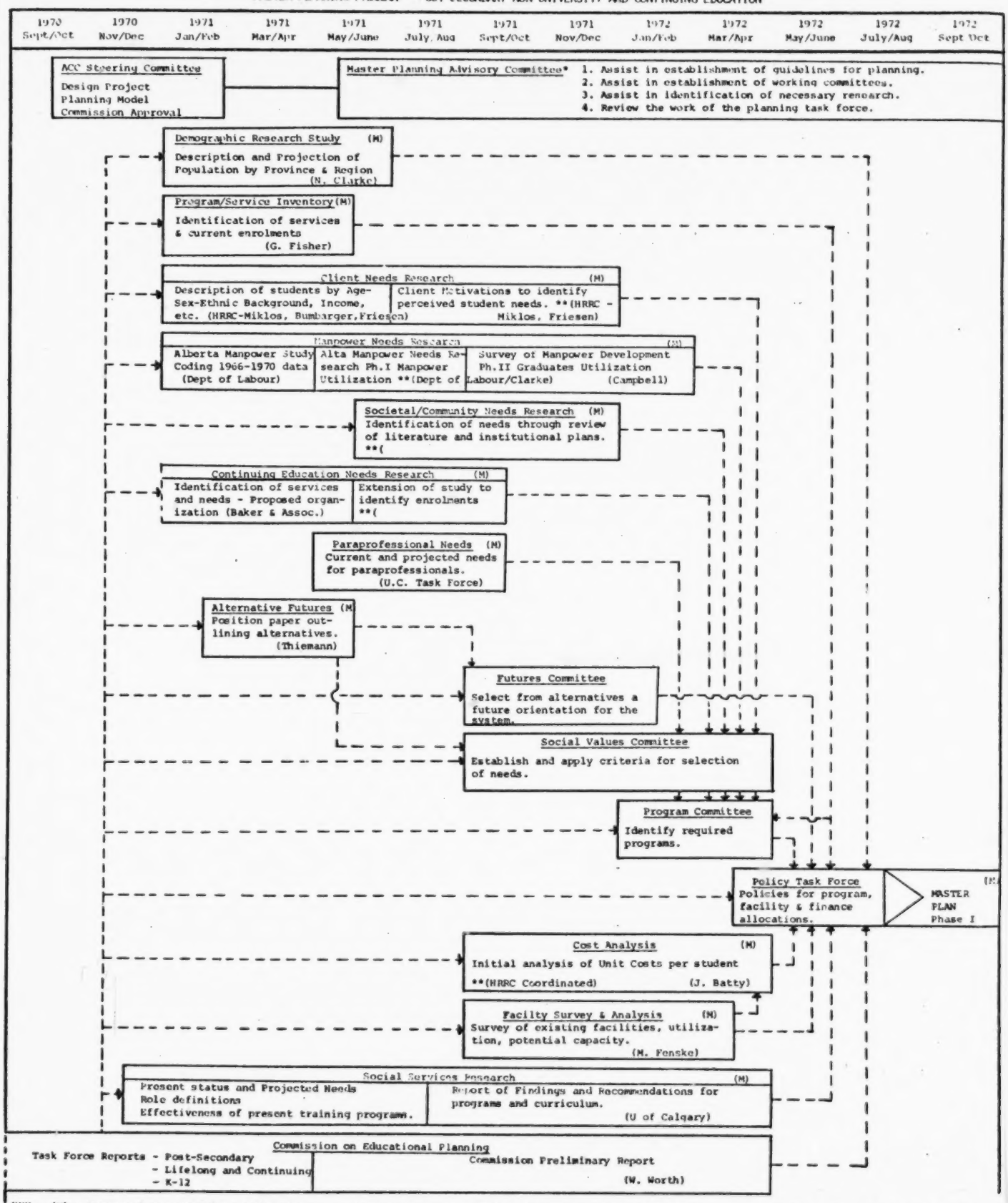
"Alternative Patterns of Governance for the Alberta Post-Secondary Educational System" is the second in a series of papers and research studies commissioned by the Alberta Colleges Commission for the purpose of securing opinions and data to be used in developing a master plan for post-secondary, non-university and continuing education in the Province of Alberta.

This paper will form one of the bases for discussion by a Futures Committee which will be assigned responsibility for proposing viable alternatives for the coordination, growth and development of the system. Other inputs to this committee will be drawn from the Commission on Educational Planning as well as from the ideas and opinions of individual committee members. These alternatives along with specific recommendations will be submitted to the Alberta Colleges Commission and to the Minister of Education for final consideration.

The relationship of this position paper to the total planning project is shown in the chart which follows.

R. A. Bosetti,
Director of Planning.

MASTER PLANNING PROJECT - POST SECONDARY NON UNIVERSITY AND CONTINUING EDUCATION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1972 Sept Oct
ACC Steering Committee
Design Project
Planning Model
Commission Approval
Master Planning Advisory Committee*
1. Assist in establishment of guidelines for planning.
2. Assist in establishment of working committees.
3. Assist in identification of necessary research.
4. Review the work of the planning task force.
Demographic Research Study (M)
Description and Projection of Population by Province & Region
(N. Clarke)
Program/Service Inventory (M)
Identification of services & current enrolments
(G. Fisher)
Client Needs Research (M)
Description of students by Age-Sex-Ethnic Background, Income, etc. (HRRC-Miklos, Bumbarger, Friesen)
Client Motivations to identify perceived student needs. **(HRRC - Miklos, Friesen)
Manpower Needs Research (M)
Alberta Manpower Study Coding 1966-1970 data (Dept of Labour)
Alta Manpower Needs Research Ph.I Manpower Utilization **(Dept of Labour/Clarke)
Survey of Manpower Development Ph.II Graduates Utilization (Campbell)
Societal/Community Needs Research (M)
Identification of needs through review of literature and institutional plans.
**(
Continuing Education Needs Research (M)
Identification of services and needs - Proposed organization (Baker & Assoc.)
Extension of study to identify enrolments
**(
Paraprofessional Needs (M)
Current and projected needs for paraprofessionals.
(U.C. Task Force)
Alternative Futures (M)
Position paper outlining alternatives.
(Thiemann)
Futures Committee
Select from alternatives a future orientation for the system.
Social Values Committee
Establish and apply criteria for selection of needs.
Program Committee
Identify required programs.
Policy Task Force
Policies for program, facility & finance allocations.
MASTER PLAN Phase I
Cost Analysis (M)
Initial analysis of Unit Costs per student
**(HRRC Coordinated)
(J. Batty)
Facilty Survey & Analysis (M)
Survey of existing facilities, utilization, potential capacity.
(M. Fenske)
Social Services Research (M)
Present status and Projected Needs
Role definitions
Effectiveness of present training programs.
Report of Findings and Recommendations for programs and curriculum.
(U of Calgary)
Task Force Reports - Post-Secondary
- Lifelong and Continuing
- K-12
Commission on Educational Planning
Commission Preliminary Report
(W. Worth)

KEY: (M) - Monograph expected for publication.

* Flow of reports to the Advisory Committee will occur with each monograph. Policy Committee reports will be submitted to Advisory Committee for review.

** Studies proposed but not formally commissioned.

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ALTERNATIVE PATTERNS OF GOVERNANCE FOR THE ALBERTA POST-SECONDARY EDUCATIONAL SYSTEM

Introduction

The purpose of this paper is to suggest several alternative patterns of organizing Alberta's present post-secondary educational system. This purpose is to be achieved by: (1) examing the generally accepted goals of higher education; (2) advancing several arguments for and against government intervention; (3) an analysis of several plans now in operation in North America; (4) a description of the existing organizational structure in Alberta's post-secondary education; (5) presenting several alternative models that would consolidate the existing structure; (6) recommending a model and giving the logistics for its adoption; and (7) an ideal model.

PART I

Background Survey

Any serious examination of the historical literature on governance in North American higher education may be reduced to three positions: (1) there is a generally accepted set of broad goals for higher education; (2) there has been an obvious divergence of opinion regarding increased government control of post-secondary education; and (3) there is no single accepted model of coordination

and governance. While the first two propositions have a decided effect on the third, it must be recognized that local conditions, i.e., social, economic, political, and historical, also impinge upon adoption of certain innovations and rejection of others. In this section each proposition will be briefly discussed so that a common background can be brought to bear in Part II: Alberta's Post-secondary System Today and Tomorrow.

GOALS

The Fundamental Principles

While the goals of higher education over the years have focused on teaching, research, and community service, these implicitly assume a set of more fundamental principles. These principles, gleaned from a number of sources,[1] may be explicated by six generally accepted statements:

1. The primary purpose of education is to assist the individual in realizing his potential. In every case when the purpose of education is discussed, emphasis is placed upon the individual first, on society next, and the state or nation last. In a shrinking world, it may also be necessary to mention the contribution which education needs to make globally. But unless the individual by means of education, realizes his potential--socially, culturally, and occupationally--he loses his dignity as a man and becomes a mere cog in

in the wheel of the state. In a free society where the individual's needs are served, the state is served.

2. The individual must be given reasonable freedom in selecting his academic and vocational program and the institute of higher learning where he will pursue that program. Consistent with this statement is the concept that in a free, democratic society the individual has a right to determine his own destiny in concert with his ability and the needs of society.

3. No restriction must be placed on an individual's right to pursue higher education because of race, religion, sex, or social economic status. Not only is this in concert with the concepts stated above, but it is basic to the belief in human dignity.

4. Educational goals and policies are to be controlled by the people. As the individual has the right, within limits, to determine his own destiny, so have the citizens the right and the obligation to determine the destiny of their society. This is not to say that the public is to be involved in the implementation of policy which is the delegated responsibility of the professional staff. Lay boards have the responsibility to coordinate the identified needs of higher education with their policy statements so that professional educators can fulfill their responsibility by making sound decisions and performing rationally to achieve the desired end.

5. It is mandatory that the professional educator and researcher be free to pursue truth and knowledge and to discuss the conclusions

that may result from such investigation. Since Socrates, the first responsibility of the academician has been the pursuit of truth. Aware that his knowledge will always be incomplete and tentative, the scholar must be able to challenge existing theories and ideas and must attempt to generate new ones. Any attempt to thwart this trust, constitutes at least a partial rejection of the generally accepted principles just outlined.

6. Finally, to afford the individual a choice in his field and his institution, and to protect the heritage of the diversified ongoing community, a comprehensive system of higher education must include publicly and privately controlled institutions.

Specific Objectives

If the preceding six statements represent the underlying principles of higher education, the following seven statements are necessary to bring them to fruition:

1. By developing in each individual his capacity to know and appreciate the world around him by enabling him to cultivate his values, intellect, attitudes, and talents, and by motivating him to the common good, higher education provides society and the state with an educated citizenry.

2. By vocationally and occupationally training the individual, higher education provides a supply of well qualified individuals to serve the manpower needs of the local community, the state, and the nation.

3. By its scholarly research, teaching, and publications, higher education helps society to adjust to an ever-changing environment and assists in fostering social and economic progress.

4. By offering a variety of programs in a variety of institutions both public and private, higher education opens the doors of opportunity for each citizen.

5. By selecting the well qualified teacher-scholars, higher education fosters excellence in research and training.

6. By providing educational opportunities for both youth and adults, higher education facilitates and stimulates life-long education.

7. By extending its services beyond the academic walls, higher education provides resources and expertise to the total community and thus fulfills its threefold role of instruction, research, and community service.

Evolving Concept--The Community College

While the goals of higher education over the years have focused on teaching, research, and community service, the goals for the community college have evolved in a more or less orderly fashion from those first enunciated in the early 1900's by William R. Harper. His major concerns were: (1) to provide a terminal educational program for those not capable of more advanced academic work; (2) to assist those who were too timid to attempt a four-year course of study; and (3) to provide an educational program close to home for those too immature to be separated from their parents.

By the end of World War I, the goals originally enunciated by Harper had been modified and increased to include: (1) parental desire to keep children near home; (2) students' desire to go to school near home; (3) the intention of providing educational opportunities for students with limited academic future; (4) the desire to provide occupational training to meet local needs; and (5) the training of teachers.[2]

Koos, in The Junior College Movement published in 1925, identified several distinct goals and objectives.[3] He stressed the need to offer the first two years of university work, to offer a program for those going on to four year institutions and for those not going on, and a two-year occupational training program. Koos also saw the junior college as a way of popularizing higher education while continuing the influence of the home during the maturing period by having institutions close to the students. He noted that in program development, greater attention could be paid to individual needs. He stressed the need for better instruction and the need to offer the students more opportunities for leadership and finally to provide them with exploratory opportunities.

In the fifties and sixties,[4] one notes that in addition to the continued concern for instructional proximity and student needs, there is a greater emphasis in the literature on the various programs whether transfer, occupational or comprehensive. The seemingly

universal acceptance of the goals and objectives of post-secondary education is noted in the Report of the Hearings of the Canadian Commission for the Community College published in Alberta in 1969.[5] In this work, three of the contributors representing the Universities Commission, the Edmonton Separate School Board and the University of Alberta focused on the same issues and expectations. Thiemann's definition of community college represented a synthesis of the literature at that time and the majority opinion of the hearings' participants.

He described a community college as an unique institution:

- which provides post-secondary school educational opportunities to all individuals in a service area, by offering comprehensive transfer, general education, vocational-technical, adult and community service, remedial and general service programs;
- which emphasizes its interest in helping both youth and adults achieve their potential and thus advance the service area as a whole; and
- which is supported by public funds and yet is locally controlled.[6]

A RATIONALIZED PARTNERSHIP

As definitions became more complete and goals became more specific, problems arose. Consensus on nebulous goals was easily obtained, but the attempt to settle on the common means of coordinating educational programs and patterns of cooperation linking institutions was impeded by a variety of exiguous rationales. In the

early years of the college movement when the church in a community decided to establish an institution, no one questioned the right of local control. Even when the state entered the scene it was taken as an article of faith that while the state would need to establish some mode of operation, it would explicitly stipulate local control. Local control, autonomy, and academic freedom became the watchwords of opponents to government intervention. Opponents disputed ". . . the extent to which an institution of higher education should be responsive to the immediate will of the people as expressed through the legislature."[7] And intervention by the state was perceived as the government's entry into the area of internal policy. By controlling appropriations the state would control admissions, research, curriculum, set fees and in the end endanger intellectual freedom. Erosion of local control is noted by Ross in New Universities in the Modern World,[8] when he sees how governments and their committees influence and, in some cases, determine the course of action in higher education that at one time was purely an internal matter. He notes examples of legislatures determining the size and rate of growth, the type of governance permitted by the charter, and the kind of academic facilities permitted. Another example of extending control is found in the Blandon Report which identified the intensity of governmental intervention:

> Goverments must make a deliberate choice of the scale of expansion that they are prepared to finance, and of

> the proportion of those proceeding beyond high school for whom specialized honors courses or graduate training should provide.[9]

Continuing on the same line, Parent in Government and the University contends that the social and economic reasons are so pervasive today that government can no longer remain outside the educational arena. Parent sees the function of government as coordinating, organizing, developing, and financing education at all levels according to "reasonable standards." Parent's rationale for this position is his fear that:

> . . . the more universities retreat behind their walls, and the more they put off entering openly into discussion with government on mutual problems of public interest, the more they are in danger . . .[10]

of losing because government can play the "waiting room game." Government has the finance cards and the university must play their game.

Mancher, who chaired Iowa's Cooperative Study of Post-secondary Education, rationalized the need for the Iowa study as ". . . promoted by the concern . . . for the changing educational needs of young Iowans, concern for the rising cost of education, concern for the division of responsibility and for the avoidance of wasteful duplication."[11]

Whatever the arguments advanced by opponents or proponents, the single fact of the matter is that when government puts money into the educational coffer, it is the first step towards ever-increasing control. One can hypothesize: as financial investments increase, demands for control increase. The hypothesis can be verified by

examining the history of governmental involvement in virtually every province and state in North America. The basis for governmental involvement is no longer an assumption; it is a fact and the consideration now is what model of partnership is possible.

Patterns of Partnership

Some men seem to entertain a fond hope that outside experts, shaman, incantations or organizational charts, will cast a spell which will cause problems to disappear. But we all know when one set of problems is eliminated, there is another set needing solution. So that when government sees the establishment of some cooperative venture with the university as a step in the right direction they have not really eased anything, they have just become engaged in a new partnership--a partnership to which it will take time to adjust. This partnership is a delicate balance, for both the colleges and the government, between autonomy and independence, between efficiency and unified effort. Excessive coordination on the part of the government may lead to uniformity and mediocrity. Too much autonomy and independence on the part of the university may result in failure to fulfill its specified mission. The crux of the problem is to recognize what things cannot be changed and to learn to live with them.

On the North American scene there are four major patterns of partnership: (1) voluntary association, (2) coordinating boards, (3) superboards, and (4) university-related and department of

education systems. Since the community college is but one segment of post-secondary education and since the community college has varying degrees of involvement in the governance patterns, this section will focus on the relationship between the state agencies of control and all post-secondary institutions.

Voluntary Associations. Voluntary associations for cooperation and coordination have arisen in most cases in the United States after state governments have threatened the universities and colleges with the option of either working together or submitting to a governing body legally appointed by the state. Examples of voluntary organizations are the Michigan Council of State Presidents, the Minnesota Liaison Committee, and the Ohio Inter-University Council. In Canada one may only speculate about the reasons for the creation of the Association of Atlantic Universities and the Ontario Committee of Presidents, since these came into existence prior to any intensive involvement by provincial governments.

Even when these voluntary associations have been formed, one may seriously doubt whether any meaningful level of cooperation exists or any significant impact results. In most cases the association provides no more than a forum for the exchange of ideas and problems. Some associations have, however, addressed themselves to financial matters by preparing preliminary master budgets. To aid them in this work a few have even allocated some of their own research staff to develop materials for presentation to legislative appropriation

committees. In this way they have served in an advisory capacity to the legislature.

At present the weaknesses of the voluntary associations are more obvious than their strengths. They have no compulsory membership, no legally constituted powers even as advisory committees and they lack the staff to conduct necessary research. Furthermore, there is a tendency for the larger, more powerful organizations to dominate and intimidate the smaller ones. Ideally, however, one would assume that if these weaknesses were corrected, voluntary association would be stronger, more vital, and less threatening to individual institutional autonomy than any other coordinating model.[12]

Single Boards. One of the most popular models of governance is the single board. These boards have been called State Regents for Higher Education, Board of Regents, Coordinating Board of Control, etc. By whatever name, the single boards generally assume the responsibility for coordinating or governing all post-secondary institutions in their political jurisdiction. The coordinating plan has met with a measure of success and is currently being employed in 26 states in one form or another. Another model of the single board, combines the coordinating and the governing function.[13] Gleanny notes that since the first adoption of the single board concept in 1931 ". . . no state . . . has decentralized."[14] For a more detailed account of the coordinating model as opposed to the coordinating-governing variety, the two following examples are provided.

1. Coordinating Boards.[15] One of the first states to organize a single coordinating board of higher education was Oklahoma in 1939. The reasons given for the need to coordinate were the large number of colleges and universities (46 in all), the relatively few students and dollars, and a history of inter-institutional competition. Of the 46 institutions, 18 were established by state legislature, 19 were junior colleges established by local public school districts, eight were private or church sponsored, and one was governed by an "...independent, self-perpetuating board of trustees."[16] Since each of these institutions had been under a board of governors, the boards were continued. The new coordinating board called the Oklahoma State Regents for Higher Education was imposed over the 18 publicly supported and state-established institutions. These institutions and their Boards of Regents became known as the State System. In this arrangement:

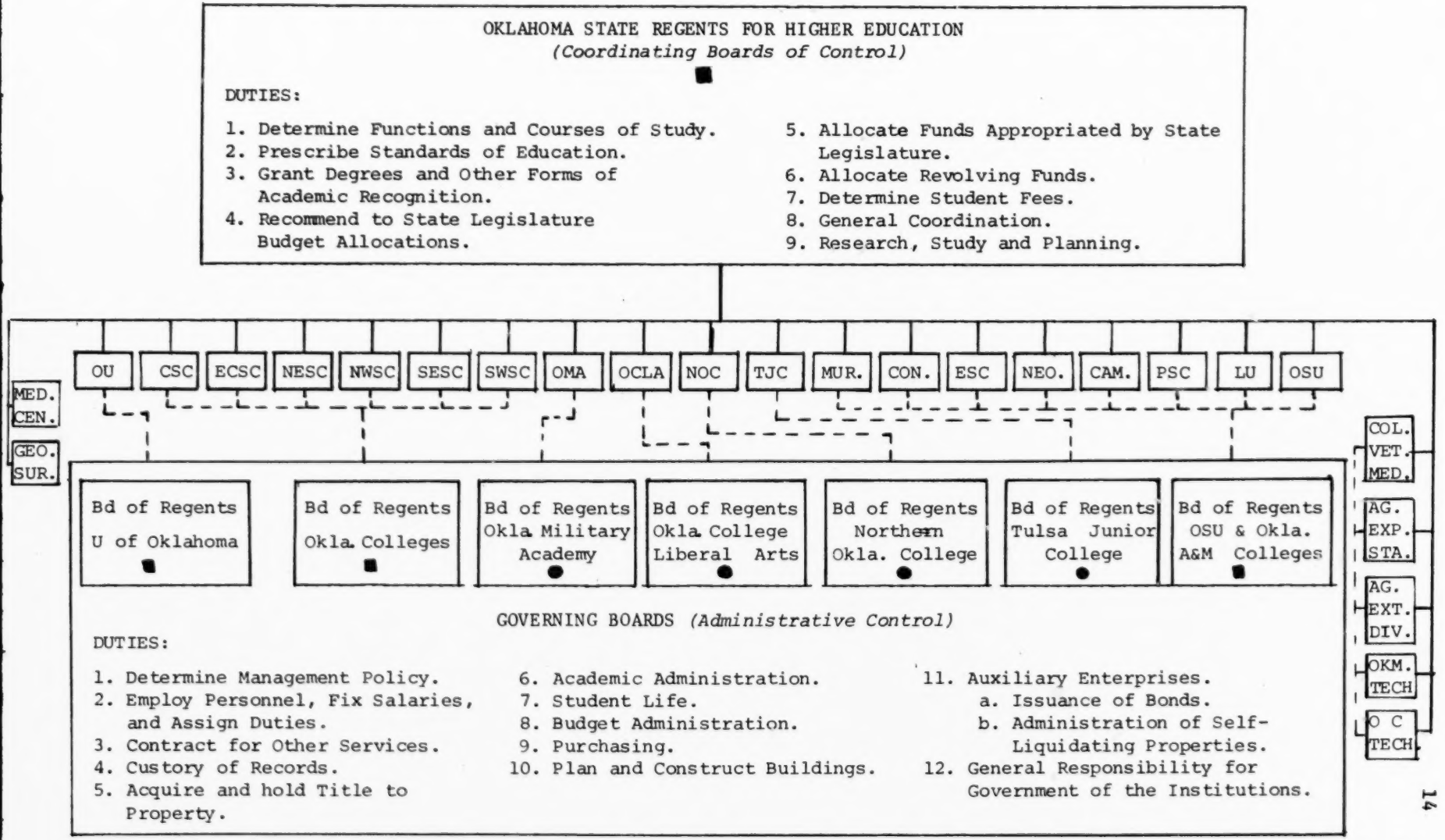
> . . . only certain specifically enumerated responsibilities and authority were given to coordinating boards with all other board responsibility remaining with the institutional governoring Board.[17]

Specifically, this division of responsibility is best seen in Chart 1[18] which depicts the organizational arrangement and the primary dutires of each level.

Only the Oklahoma State Regents for Higher Education has statewide responsibility. The other seven boards are responsible for the direct operation of the institutions under their control. In some cases, it is noted one governing board may have more than one

CHART 1

THE OKLAHOMA STATE SYSTEM OF HIGHER EDUCATION



■ CONSTITUTIONAL BOARDS ● STATUTORY BOARDS

NOTE: State Regents also have legal responsibility for coordinating com. jr. colleges, of which there are six.

institution as its responsibility, i.e., the Board of Regents of Oklahoma Colleges has six and the Board of Regents of Oklahoma State University (OSU) and the Oklahoma A & M College has eight. In addition the State Regents also coordinate the operation of six of the community colleges that are partially state-supported but locally controlled by boards of trustees. These six colleges became part of the State System in 1967.

Two distinctions noted in Chart 1, while not pertaining to the main point of our discussion, are offered as clarification. "Constitutional Boards" are ones which have their origins in the Constitution of the State of Oklahoma while "Statutory Boards" were those established by the state legislature. Although no additional distinction can be found in the operation of these boards, there is concern whether all higher education should be constitutional or statutory in nature. Those who favor constitutional boards point to the time when the statutory boards were ". . . the target of untoward executive and legislative intervention."[19] The proponents of statutory boards, however, point to the fact that those statutory boards which have fulfilled their mandates have experienced prosperity. The point of this diversion exemplifies the problem of attempting to organize a set of heterogeneous elements into a homogeneous system. The more bureaucratic an organization, the more easily it will ignore all that has gone before and reconstruct the system from a clean slate.

By the constitution of Oklahoma and the legislature, the State Regents have been legitimized. The constitution has vested the regents with specific powers: (1) they shall prescribe standards of higher education applicable to each institution, (2) they shall determine the functions and the courses of study in each institution to conform to the standards prescribed, (3) they shall grant degrees and other forms of academic recognition by the completion of the prescribed courses in all such institutions, (4) they shall have the power to recommend to the state legislature the budget allocations for each institution and (5) they shall have the power to recommend to the state legislature proposed fees for all such institutions and any such fees shall be effective only within the limits prescribed by the legislature.[20] The constitution further provides that the responsibility of allocating funds will rest with the regents and that those institutions not directly under the control of the regents, i.e., the private institutions, may become coordinated with the state system in accordance with the regulations of the regents. In addition the legislature granted rights and assigned power and duties which included establishment of admission, retention and graduation standards, acceptance of federal funds and grants, private gifts, grants and bequests etc., establishment of a scholarship fund and its administration, the right to conduct research studies, the publishing of reports, and other powers necessary to accomplish the regents' goals and objectives.[21]

Membership of the state regents is also regulated to consist of nine members appointed by the government for a nine year term. Each year a new member is appointed. The individual must be over 35 years of age and must not be employed by or be a member of any of the institutions or its boards. Other stipulations are related to making sure that too many of the regents have not received their education in one institution or that they come from the same geographical district of the state.

A possible method of restructuring the Oklahoma system is noted in Chart 1, where governing boards serve between one and nine institutions. To make adjustments for this inconsistency of load, three paterns of governance are suggested. The first would create a governing board for each of the institutions. Since five of the boards of regents now serve single institutions, one adjustment would be to require the two large boards to drop all but one institution and thus make room for twelve additional boards of regents. Another possibility would be to decrease the number of boards now in existence and to group the institutions according to function. In this scheme all community colleges would be under one board; all four year institutions under another; all agricultural colleges under still another. The third alternative would place all institutions of higher learning in the state under one governing board. In this latter case, the one board of regents could perform all duties of coordination and governance. Again, as Chart 1 indicates, all

three alternatives are now in existence in Oklahoma. As noted above, five institutions have individual boards. Two boards serve multiple institutions of like type and finally the board of regents for OSU and A & M colleges operate a mixture of 2-year college, vocational-technical education, a college of veterinary medicine, and two agricultural agencies. While any of the patterns proposed above is perceived as being an improvement over the existing practice, there is no way of knowing at the present time which pattern is preferable.

2. Coordinating and Governing Boards.[22] Oklahoma, as we have seen, possesses a single board of regents with a specific duty to coordinate the higher education program of the state. Although Oklahoma feels its system is one of the better ones, it still seeks ways of improving. One of the options open is to create a single superboard which would eliminate individual governing boards and take upon itself the coordination, governing, and articulation of all higher education in the state. By observing the growth and development of post-secondary education in Georgia, Oklahoma can discover some strengths and weaknesses of that pattern.

In 1931 the Georgia legislature set a precedent in the United States by establishing a Board of Regents of the University System of Georgia, thereby bringing all state operated higher education under one system and governing board. Subsumed under this university system were all junior colleges, senior colleges and universities of the

state. In 1970 there were in operation twelve junior colleges, one of which was the Southern Institute of Technology, twelve senior colleges, six of which were offering master degree programs, and four universities. One additional junior college was in the planning stage.

The Board of Regents of Georgia has fifteen members. Ten are geographically distributed and five are selected from the state at large. The members are appointed by the governor for a seven year term, with two members appointed each year. The responsibility of the board of regents extends to all aspects of the operation and development of the university system:

> Among the principal powers of the board are the establishment and organization of institutions of higher education; the employment of personnel for the institution; the consolidation, suspension or discontinuance of courses; and the addition or abolition of degrees.[23]

It is also required that the board engage in long range planning to keep pace with the needs of the state, to prepare the annual report for the governor and the legislature, to allocate the appropriated funds to the institutions, to receive and monitor budgets prepared by the institutions, and primarily, to serve as the link between the post-secondary institutions and the governor.

Since the board of regents generally meets once a month, the ordinary business of the board is conducted by a large, full-time staff assigned to the chancellor. The chancellor, an executive secretary, and a treasurer are officers of the board. The chairman,

besides presiding at all meetings, is an ex-officio member of all committees with the power of veto. The chairman executes all documents requiring a seal, i.e., bonds, contracts, notes, etc. And he is also required to submit an annual report to the Board. The vice-chairman assumes all the chairman's duties in his absence.

The duties of the chief executive officer of the board and the chief administrative officer of the university system fall to the chancellor. His primary duties are to execute all policies, rules, and regulations adopated by the Board. He also serves as a liaison officer between the institutions and the board and its committees. As chancellor he is a member of all faculties in the system and he works with the presidents in budget preparation.

Within the university system there is an advisory council which is composed of all the presidents and the chancellor. Two non-voting members appointed from each institution by the president also attend quarterly meetings. The council is advisory to the chancellor and through him to the board of regents. Subcommittees of the advisory council meet once a year.

The state requires the institutions to give priority to instruction, research and service. In these areas, with some exceptions, the individual institutions have direct control. This control extends to the manner in which the policies of the board of regents are implemented. The presidents, while giving direct attention to the operation and goals of the institutions, also serve through the

chancellor, as the mediums between the board of regents, and the faculty and students.

3. Pros and Cons of Single Board Patterns. Two state systems have been examined: Oklahoma where a state coordinating board is responsible for state-wide policies but leaves the operating policies to the institutional governing boards, and Georgia with its single superboard which governs and coordinates all the post-secondary institutions of the state. Numerous proponents and opponents can be found for both patterns. Some of their major concerns are:

a. Strengths of the Coordinating Board Pattern

Since coordinating and governing are two different functions and since boards are composed of laymen who can give only a limited amount of time, each function can best be served by a separate board. Broad state-wide policy decisions, long-range planning, and allocating of responsibility and resources are functions for a coordinating board. Operational decisions related to personnel, and the allocation of responsibilities and resources within an institution are functions for a governing board.

When governing and coordinating are combined in a single board, the tendency is to focus on day-to-day issues (brushfires) and to ignore the long-range planning.

When the scope of responsibility is too broad, unwarranted generalizations are made and the unique and distinctive elements are ignored.

b. Weaknesses of the Coordinating Board Pattern

When a policy-making board does not have the authority to implement its policies or police those who are to implement them, their pronouncements will often be ignored or circumvented.

When policy making is so far removed from the implementing function, problems go unnoticed until they reach state-wide proportions and are then more difficult to handle; or policies are so general that they take on a variety of pragmatic interpretations to meet local problems and pressures.

c. Strengths of Superboards

When one board combines the two functions of governance and coordination, the lines of authority are more clearly understood and there is less confusion as to what is policy and what is implementation.

When one board assumes the two functions, the efficiency and effectiveness of the central planning is enhanced since knowledge of the individual institutions' problems and needs is more readily available.

When the two functions are combined in the same board, there is a reduction in the cost of operation since needless duplication of staff, facilities, and program is reduced.

Since the members of such a board are physically together for a short period of time and in one geographical location at a time, they are better able to withstand the pressure of small groups.

Since the board is concerned with the total operation of the higher education program, it can remain more objective than if it were involved with the problems with only one institution.

d. Weaknesses of the Superboard

When lay board members can give only a small portion of the time needed to govern a state-wide operation, then they cannot do the necessary planning and developing for such a varied and technical enterprise as higher education.

When lay superboards are composed of a small enough number to be effective, they neither represent the people of the state, nor are they independent enough of the professional bureaucratic staff, to exercise lay control.

When the superboard is responsible for such an extensive program, when issues arise between or among state institutions, they cannot obtain the necessary knowledge to make wise prudent decisions, nor can they provide the guidance requested and needed by individual institutions.

If superboards were as wise as Solomon and as benevolent as Louis IX, then one might suggest that the other democratic functions of the state should also be assumed by other selected or elected small groups.

e. Conclusion

At this point in time, one cannot assert that one pattern is better, more efficient or effective, than the other. It does appear, however, that more states are adopting the coordinating rather than

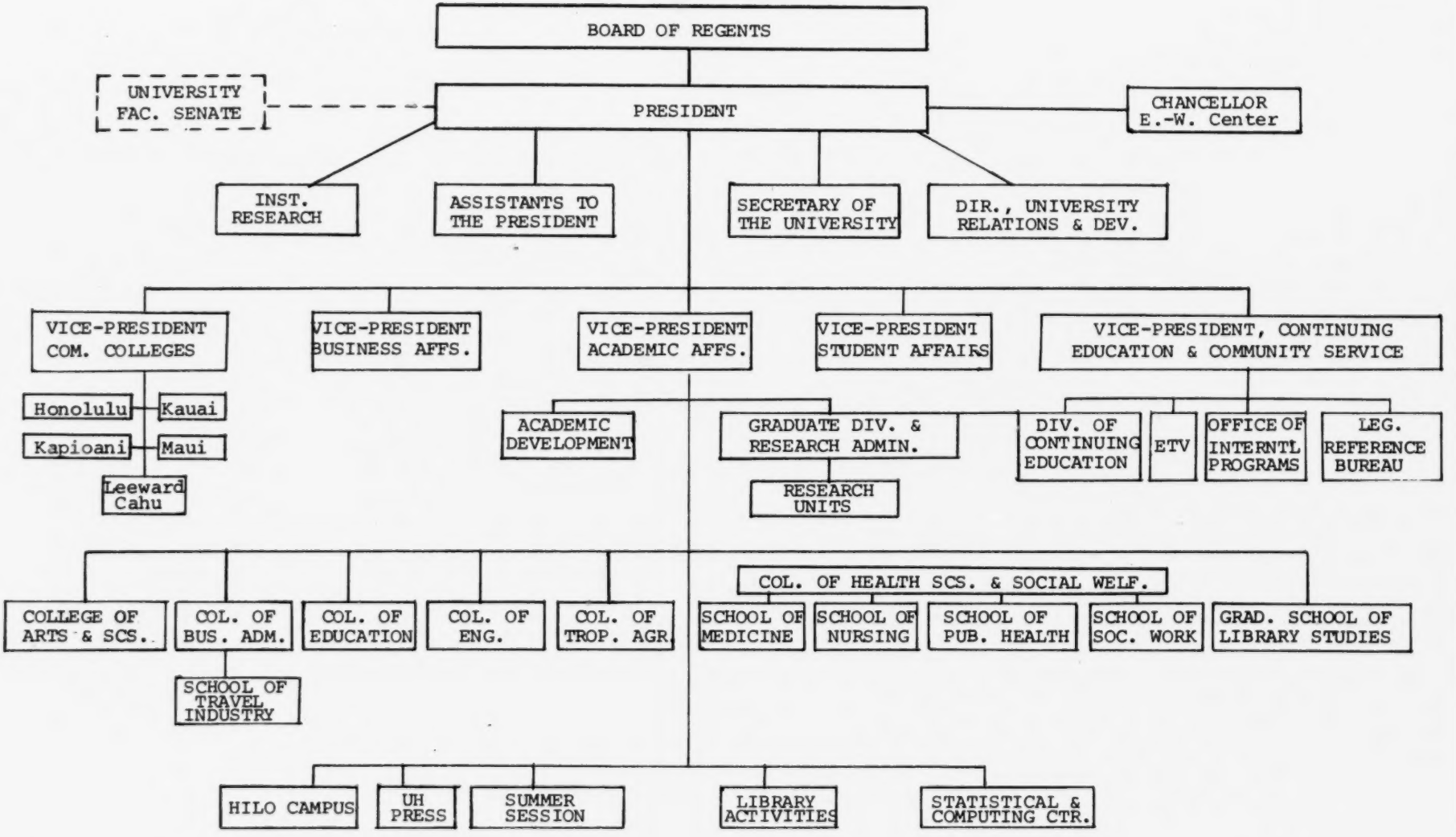
the superboard pattern. Some states, West Virginia for example, which had previously combined the coordinating and implementing functions in one state board, have recently adopted, because of difficulties in receiving adequate information for sound judgments, institutional advisory committees. This appears to be a move in the direction of the coordinating pattern.

University Related and Department of Education Systems.[24] Hawaii offers a slightly different pattern of the board of regents coordinating-governing concept. Because of the size of the state and the number of institutions, the legislature has elected to place the entire higher education system under the University of Hawaii. The president of the university is directly responsible to the board of regents as is noted in Chart 2.[25] The vice-presidents are then responsible to the president for the operation of various institutions, colleges, and agencies. Under such a scheme, the previously mentioned problem of gathering and communicating information is greatly reduced since the Graduate Division and Research Administration Division is responsible to the vice-president for academic affairs. This schema also shortens the distance between policy and implementation.

Nikitas, however, draws our attention to some of the problems of a university system. He notes the possibility of subordinating the two year programs to the four-year institution; of an unequal division of funds and staff; of the application of the same restrictive

CHART 2

UNIVERSITY OF HAWAII PLAN OF ORGANIZATION



admission policies to all types of institutions; of emphasizing liberal arts over vocational-technical programs; and of focusing on the ivory tower rather than on community service.[26] Another modification of this pattern occurs where all the education: elementary, secondary, post-secondary, is under the department of education as in Missouri (Chart 3),[27] and in the province of Quebec.[28]

In this first part of the "Alternative Patterns of Governance" we have examined the goals and purposes of the community colleges; the reasons for and against the state becoming involved in coordinating and governing post-secondary institutions and finally we have examined four patterns of governance. In the next section, our attention will be directed to a brief description of the organization and administration of post-secondary education in Alberta today. We shall set forth several assumptions regarding democratic structure, propose several patterns of reorganization, identify the changes necessary for implementation, recommend one model for the provincial system of post-secondary education and the logistics of achieving it and finally make a brief statement about an ideal model.

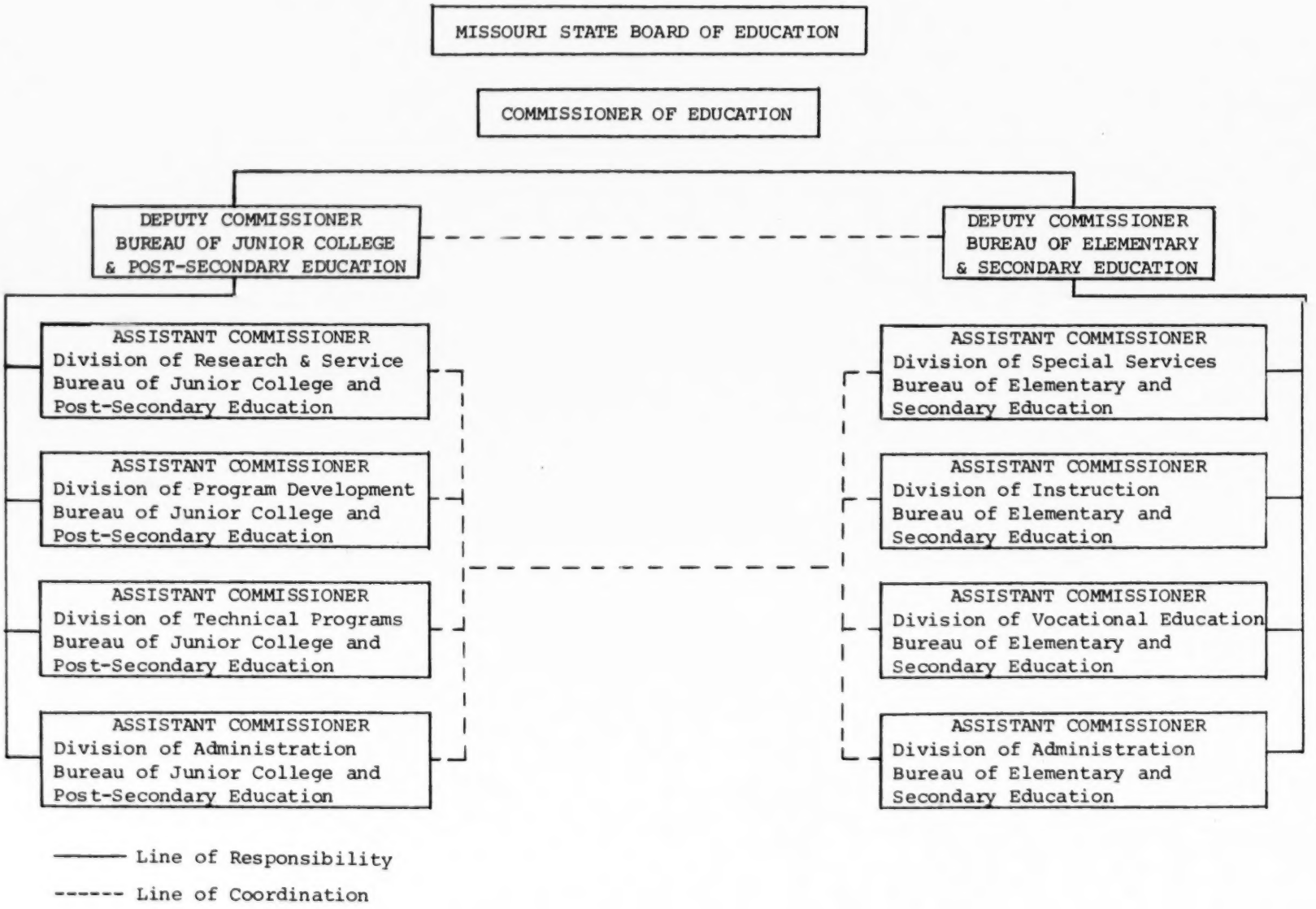
PART II

Alberta's Post Secondary Educational System Today and Tomorrow

Alberta Today.[29] The field of post-secondary education in Alberta today has eight major activities which are coordinated or governed by six or more boards or agencies. These subdivisions

CHART 3

RECOMMENDED ORGANIZATION WITHIN MISSOURI
STATE DEPARTMENT OF EDUCATION

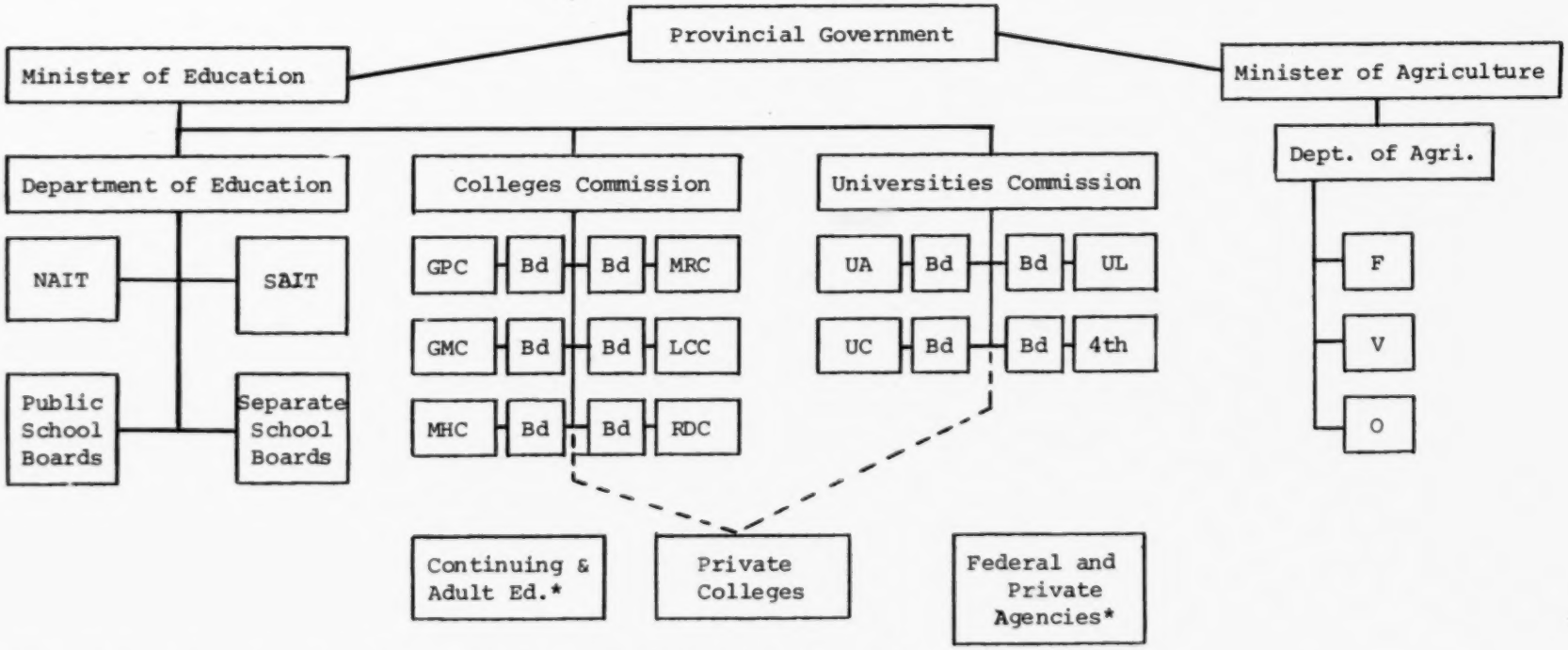


include: (1) the universities in Edmonton, Calgary, Lethbridge and one in the planning stage at St. Albert; (2) public community or junior colleges in Grand Prairie, Edmonton, Medicine Hat, Calgary, Lethbridge, Red Deer; (3) technical-vocational institutes in Edmonton and Calgary; (4) adult vocational centers in Edmonton, Calgary and Fort McMurray; (5) agricultural and vocational colleges in Fairview, Vermilion and Olds; (6) private colleges in Edmonton, Camrose, Medicine Hat, Lacombe; (7) public and separate school boards throughout the province offering continuing or adult education and (8) other private and federal agencies.

An analysis of Chart 4, Post-Secondary Education in Alberta reveals the existence of four patterns described in Part I. Specifically, the four private colleges, Concordia, Camrose Lutheran, College St. Jean and Canadian Union College have earned voluntary affiliation. It is recognized that College St. Jean is now a college of the University of Alberta. This affiliation while not as negotiable as other voluntary associations noted above, does require the colleges and universities to meet and coordinate their activities. Further evidence of affiliation, though on a different basis, was the preliminary work by the Colleges Commission to establish the university transfer program in the community college system. Still another and even less formal basis is the transfer agreement between Northern Alberta Institute of Technology and the University of Alberta where

CHART 4

POST-SECONDARY EDUCATION IN ALBERTA



*All of the educational units have involvement with Continuing and Adult Education, and with Federal and Private Agencies.

LEGEND:

NAIT	Northern Alberta Institute of Technology	F	Fairview Agricultural and Vocational College		
SAIT	Southern Alberta Institute of Technology	V	Vermilion Agricultural and Vocational College		
GPC	Grande Prairie College	O	Olds Agricultural and Vocational College		
GMC	Grant MacEwan Community College	CC	Concordia College		
MHC	Medicine Hat College	CLC	Camrose Lutheran College	UA	University of Alberta
MRC	Mount Royal College	CSTJ	College St. Jean	UC	University of Calgary
LCC	Lethbridge Community College	CUC	Canadian Union College	UL	University of Lethbridge
RDC	Red Deer College	NC	Newman College	4th	4th University (Athabasca)

according to Mr. Saunders, principal of NAIT, some students who finish the two year program are given advanced standing in certain departments at the university.

Examples of coordinating boards are found in both the Colleges Commission and the Universities Commission. The superboard concept is demonstrated by the Department of Education in relation to NAIT, SAIT, and the Department of Agriculture in relation to its three colleges. Finally, the university or department of education pattern is evidenced by the University of Alberta in its affiliation with private colleges and in relationship to its own extension program. All institutions with the exception of the Institutes of Technology and the Agricultural and Vocational Colleges have governing boards.

It is also important to note in Chart 4 that the bulk of post-secondary programs fall under the Department of Education, either directly or by affiliation and that the Department of Agriculture is the only other provincial agency actively engaged in post-high school education to any extent.

Alternative Patterns for Tomorrow. Any scheme considered ideal must of necessity be practical. Practicality, however, can come in different forms. A process of enlightening the people with facts, free discussion, a decision based on the ballot, and rational implementation is a practical, democratic way of doing things. It is also practical, however, for a junta by one fell stroke to arrive at the same end. Practicality is independent of the end desired,

but is dependent upon conditions and people involved. Practicality is a continuum.

In achieving any of the following structures one end of the continuum is to resort to dramatic revolutionary action. Another end is to achieve results by prudent, glacial evolution. The Quebec experience has been more to the dramatic end of the scale but it still slowly and carefully prepared the people to accept the idea of an educational conglomerate, by a province-wide community involvement. Alberta still has its options open.

Since it is not necessary in this paper to lay out the logistics of revolution, I shall concentrate on the more evolutionary methods of achieving the models. The models presented are restricted to those involving the coordinating board and the super-board that both coordinates and governs. The voluntary model discussed above is rejected for a variety of obvious reasons but will remain as an element in the relationship of governmentally supported institutions with private colleges and federal and private agencies. At the same time the University System of Hawaii and the Department of Education of Missouri single-board pattern are also rejected. The university system, while appropriate for small populations and small geographical areas, is too restrictive with large numbers. It also has the inherent drawback of imposing universities' ideas and behavior on other institutions with different functions. In the same vein the department of education system is rejected because of the vast scope

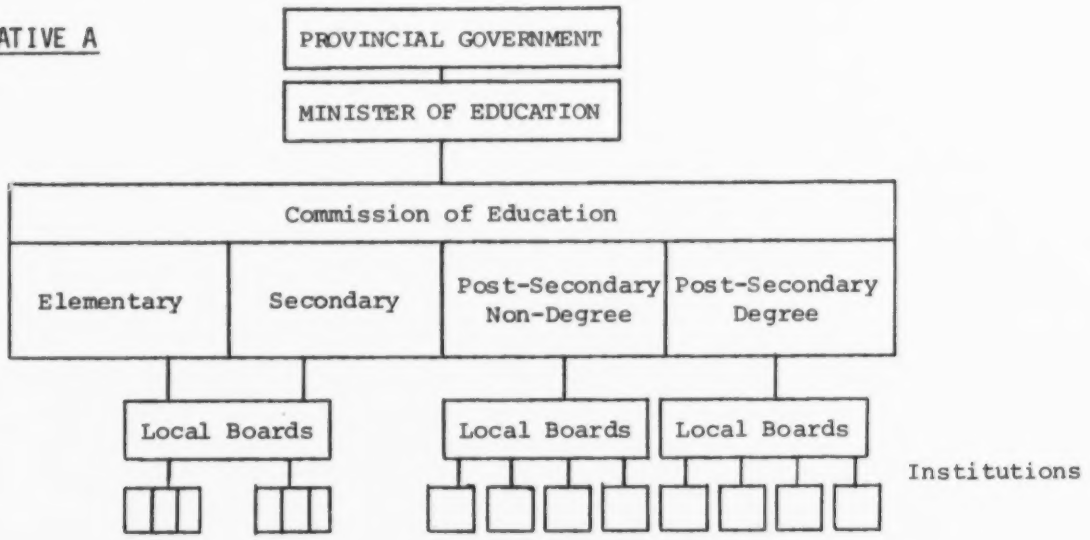
of functions to which it would be required to attend. Chart 5, Alternative A, illustrates a possible design of a single commission of education with three or four divisions depending whether elementary and secondary were considered separate or not. It is also possible in this model to eliminate the boards of each institution or district and have the super-board coordinate and govern (Alternative B).

One of the problems facing education today is the seeming lack of interest of the people served--parents and students. We know that interest and commitment are directly related to the level of participation. The less an individual participates, the less interested or committed he is. It is something like courtship and marriage--no divorce would ever occur if the courtship patterns were perpetuated throughout the years of marriage. Eliminating lay boards of governors may make the educational enterprise more efficient, but it may also lead finally to a divorce between government and the people. Democracy is not as efficient as a dictatorship, but in the long run it may be more effective. Another way to say this is: education is designed to develop a more fully human being who would use his intellect and talents, to direct his own destiny and to work for the common good. But after receiving this training, after experiencing this growth, the individual finds the avenues of expression cut off. The bureaucracy which was concerned about developing his potential says: "We don't need your talents; we know what is best because it costs less; it is more efficient; it is neater." In

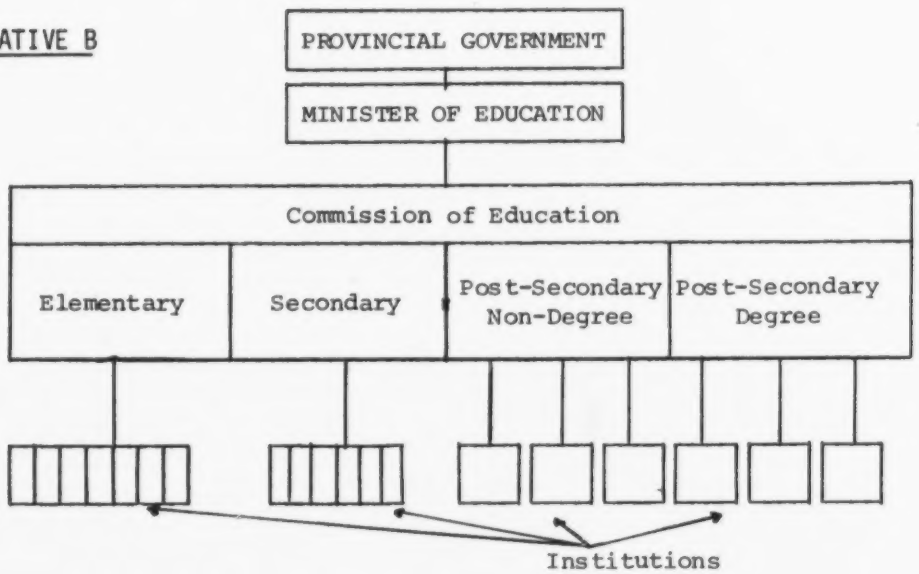
CHART 5

SUPER COORDINATING BOARD OR SUPER COORDINATING-GOVERNING BOARD
FOR ALL EDUCATION IN THE PROVINCE OF ALBERTA

ALTERNATIVE A



ALTERNATIVE B



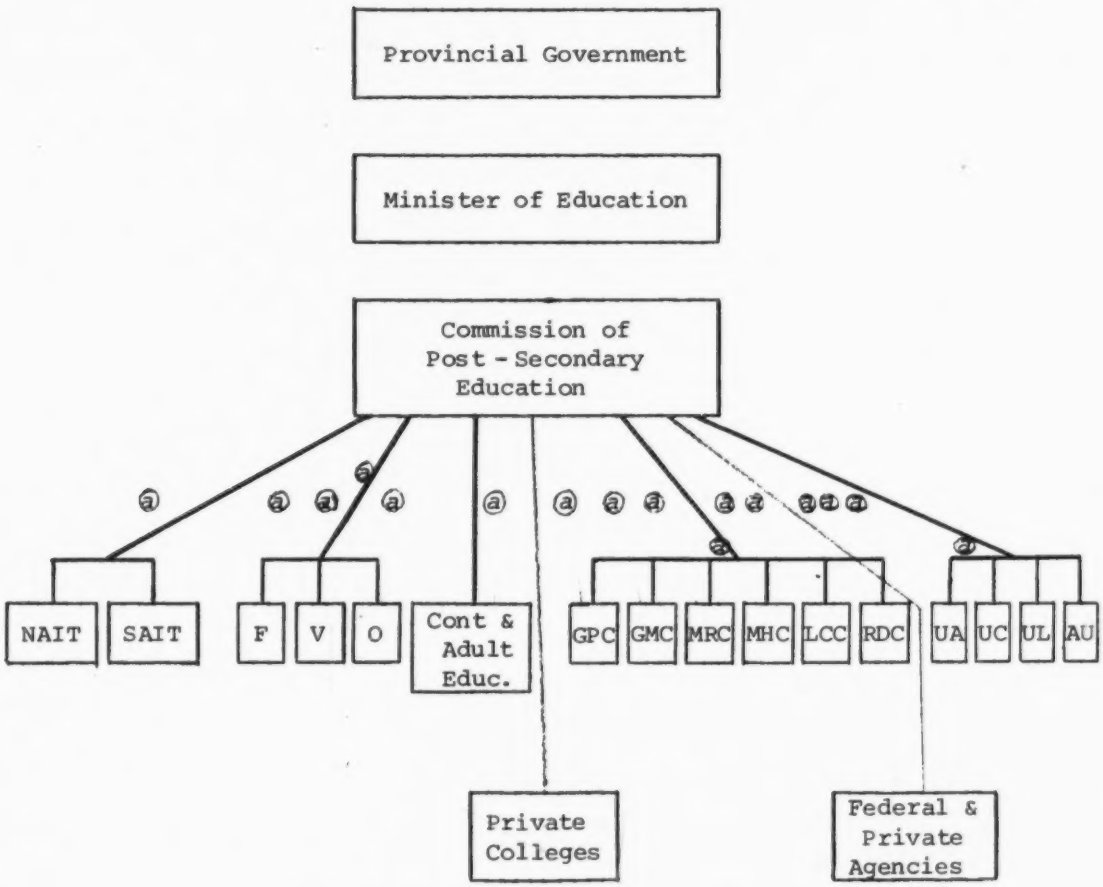
the United State today the voucher system may be the result of this process.

1. Super-board for Post-secondary Coordination and Governance. It is a short step from the super-board for all education in the province to a super-board to coordinate and govern post-secondary education. Chart 6 depicts this model. The super-board would be composed of lay members and the non-voting officer of the board would be a chancellor. Chart 7 illustrates the medium relationship between the chancellor, the commission, and the instructional units as it is found in Oregon.[30] Chart 7a shows the division of responsibility within the chancellor's central staff. In this type of organization, private colleges and federal and private agencies would all have affiliation with the coordinating and governing board.

This pattern of governance assumes that (1) coordination and governance are two functions that should not be separated; (2) one board can obtain better cooperation and coordination without the assistance of governing boards; or, that advisory committees for each institution can be established if necessary (West Virginia has recently gone to an advisory committee with its superboard); (3) local control of the governance function does not provide any more autonomy for the local institution than does a central governing board, (4) lines of authority, communication, and power are better understood in this organizational scheme than in any other; and (5) accountability is better administered in this scheme.

CHART 6

SUPERBOARD FOR COORDINATION AND GOVERNANCE
POST-SECONDARY EDUCATION IN ALBERTA



ⓐ : *Advisory Committees*

CHART 7

OREGON STATE SYSTEM OF HIGHER EDUCATION
MAJOR ADMINISTRATIVE UNITS

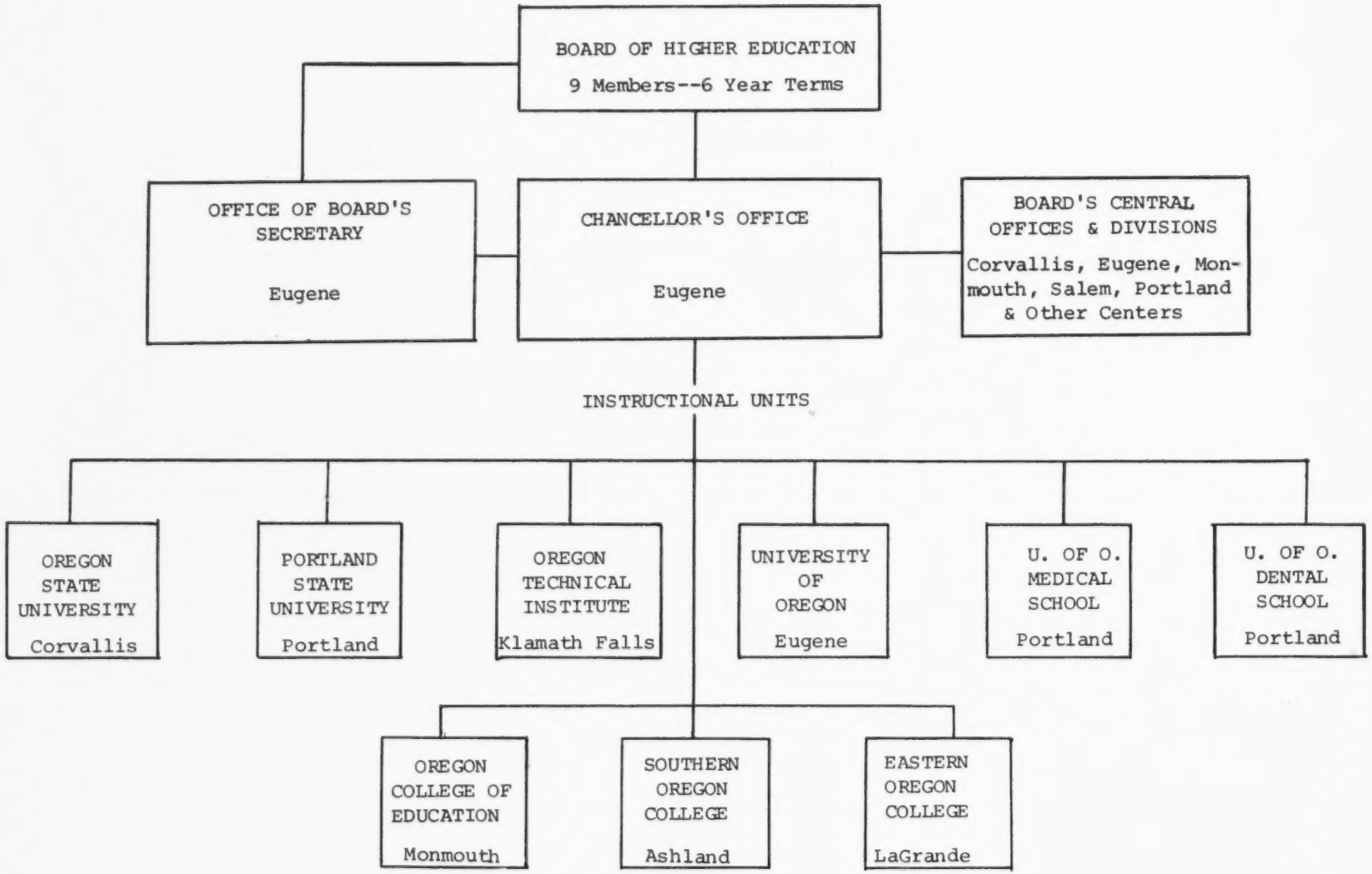
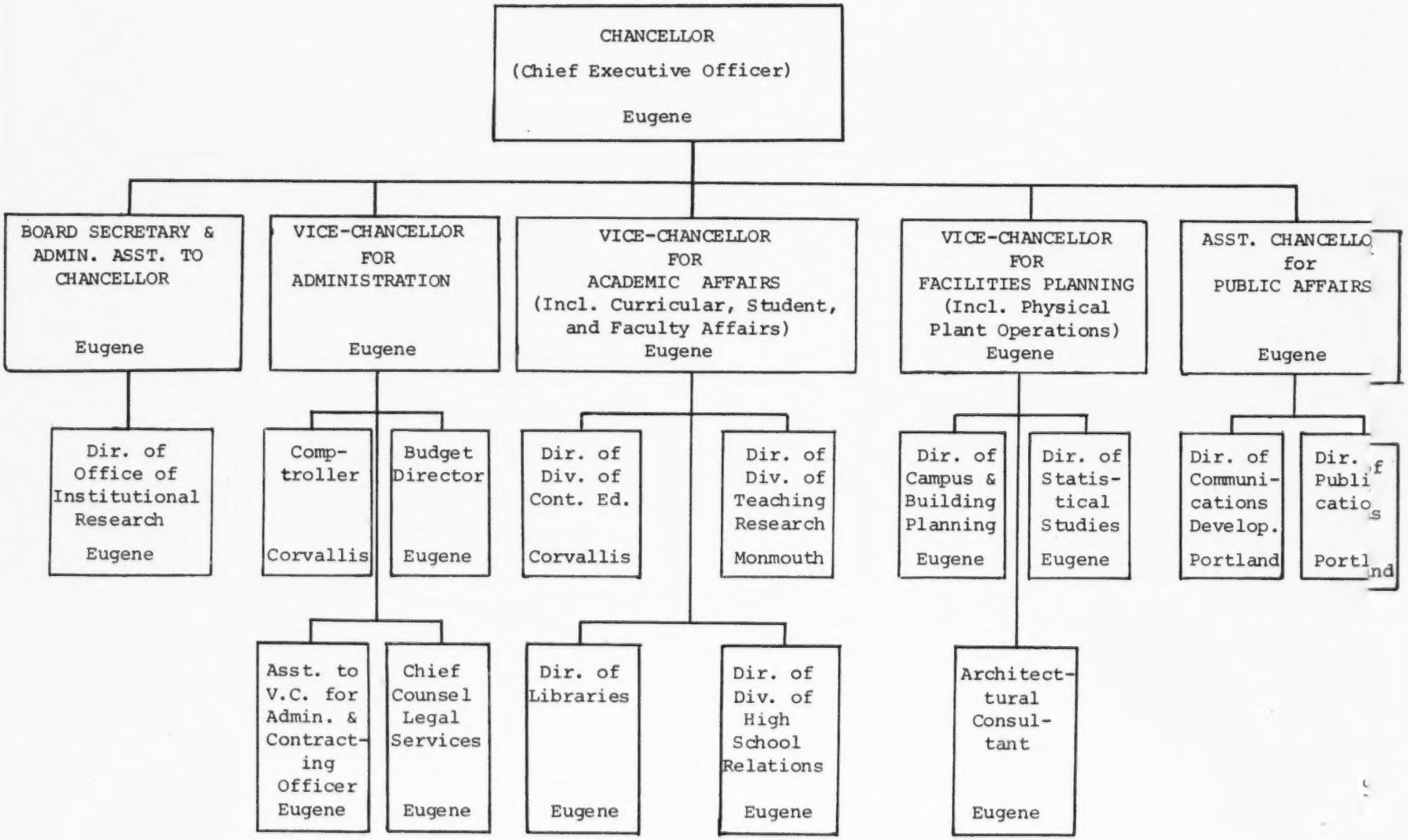


CHART 7a

OREGON STATE SYSTEM OF HIGHER EDUCATION
BOARD'S CENTRAL OFFICES AND DIVISIONS



The model is basically the one employed by the state of Georgia, discussed above, and by West Virginia. By placing both functions in one body, lay governing boards for each institution or a set of institutions become redundant. The chancellor and his staff are the link between the commission and the presidents of the institutions. The chancellor performs his role like a super-president or a superintendent and the president's role becomes like that of a principal or a vice-principal. The particular strengths noted above and applied here are: (1) lines of authority are clear, (2) there is little confusion of jurisdictional rights between policy and implementation, (3) there is more efficient and effective central planning, (4) centralization reduces the cost of operation, (5) one centralized agency is less vulnerable to attack by small pressure groups than are local boards of control, (6) because of isolation from the individual campuses the central board can be more objective in its decisions.

On the other hand a number of weaknesses are apparent. Some of these are: (1) the inability of one board to handle the variety of activities with any equality; (2) the tendency for the board to lose sight of its planning function and concentrate on brushfire governance; (3) the failure of lay board members to represent the divergent interests and needs of the province; (4) the control of lay boards in such a large enterprise by bureaucratic staff; (5) the inability of the board to obtain the relevant information necessary

for sound governing decisions, because all information from institutions must be filtered through the professional staff; and (6) governing function is further hampered because of the board's inability to give direct guidance to institutions.

In the particular case of Alberta, the move directly to this pattern would require all four agencies, the Department of Education, the College Commission, the University Commission, and the Department of Agriculture, now involved in post-secondary education to withdraw from the field or to amalgamate into a single board. It would also require one ministry to drop its involvement. Those with vested interests within the ministries and their agencies could cause some problems. An equally traumatic experience would occur on disbanding the nine existing boards of the six colleges and three universities. When bureaucratic departments are disbanded or amalgamated the individual bureaucrats need the guarantee that not all will be lost to them personally and that in fact something will be gained by the change. The public is more volatile than any individual bureaucrat, so to dismiss lay control, to say that some big brother agency will look after the people's interest and destiny, is not easily bought or sold and in the end the people will demonstrate their voice and control by the ballot.

2. Coordinating Board.

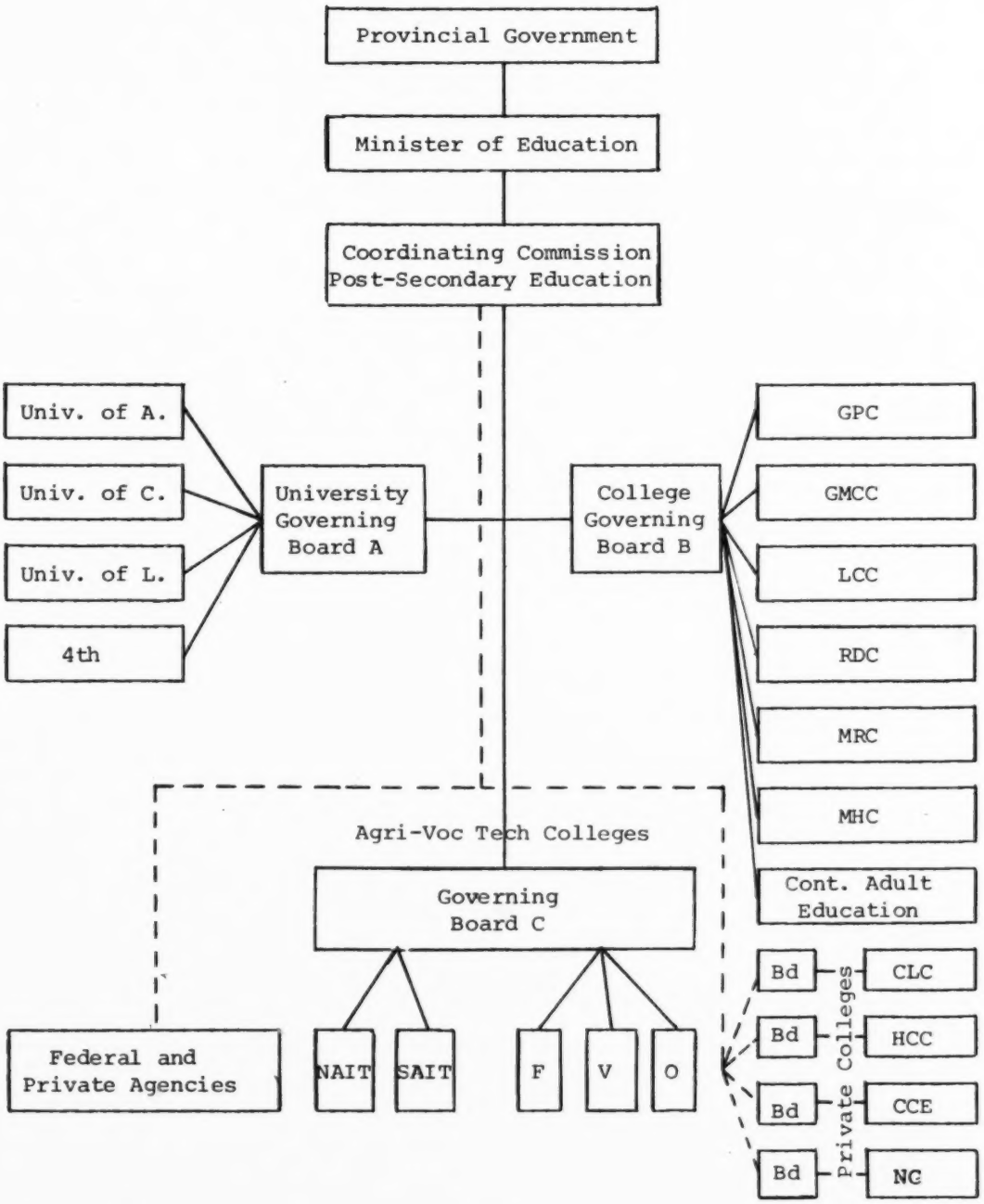
a. Alternative One

Alternative One is illustrated in Chart 8. The outstanding

CHART 8

ALTERNATIVE ONE

Single Board for Coordinating
Post-Secondary Education in Alberta



feature of this alternative is a single board at the provincial level that coordinates the activities of all post-secondary institutions whose policies and directives are carried out by three lay boards of control. Each lay board serves one of the sub-divisions of post-secondary education; agriculture-vocational-technical institutions, community-junior colleges, and universities. By grouping the institutions in this way, governing boards can focus their attention on institutions with similar needs and problems. Coordination between and among federal agencies, private colleges and private agencies along with the articulation between and among institutions is part of the coordinating responsibility of the commission.

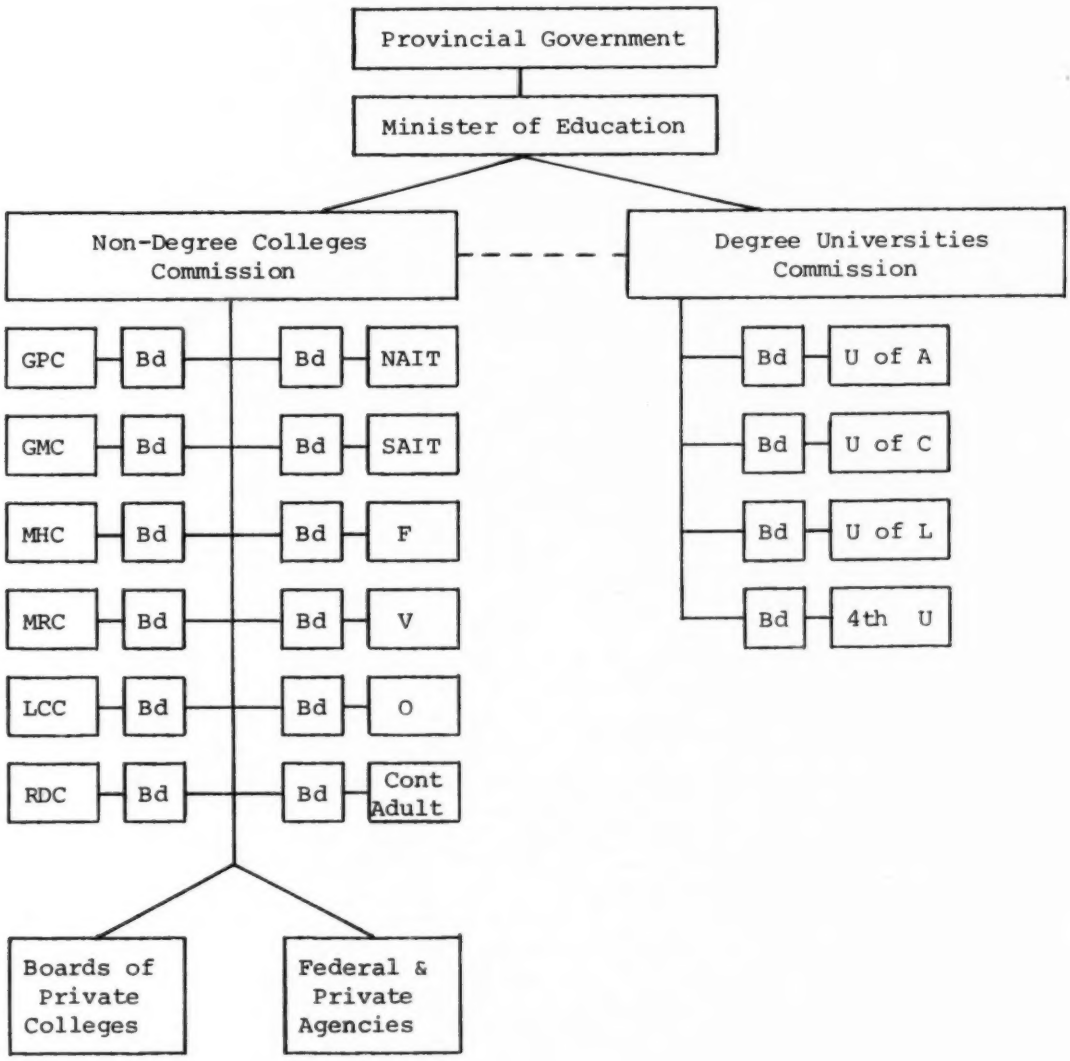
b. Alternative Two

Alternative Two, Chart 9, differs in four ways: (1) Instead of a single coordinating body the functions are divided between non-degree and degree granting commissions. This division not only focuses on institutions with similar problems and needs being coordinated by separate boards, but also represents more or less equal divisions by size of the population served and by the amount of responsibility assumed. (2) Differing from the three boards of governors responsible for multi-institutions, Alternative Two proposes that each institution and agency should have its own board of control. Each board would then be responsible to the coordinating board for carrying out provincial level policy in its own institution. It would have the further responsibility of operating each institution

CHART 9

ALTERNATIVE TWO

Dual Coordinating Commission for Post-Secondary Education
With Institutional Boards of Governors



to meet the particular needs of the locality. (3) Coordination with non-degree, federal, and private colleges and agencies would fall to the college commission. (4) Coordination and articulation between non-degree and degree granting institutions would become the responsibility of the two commissions.

c. Alternative Three

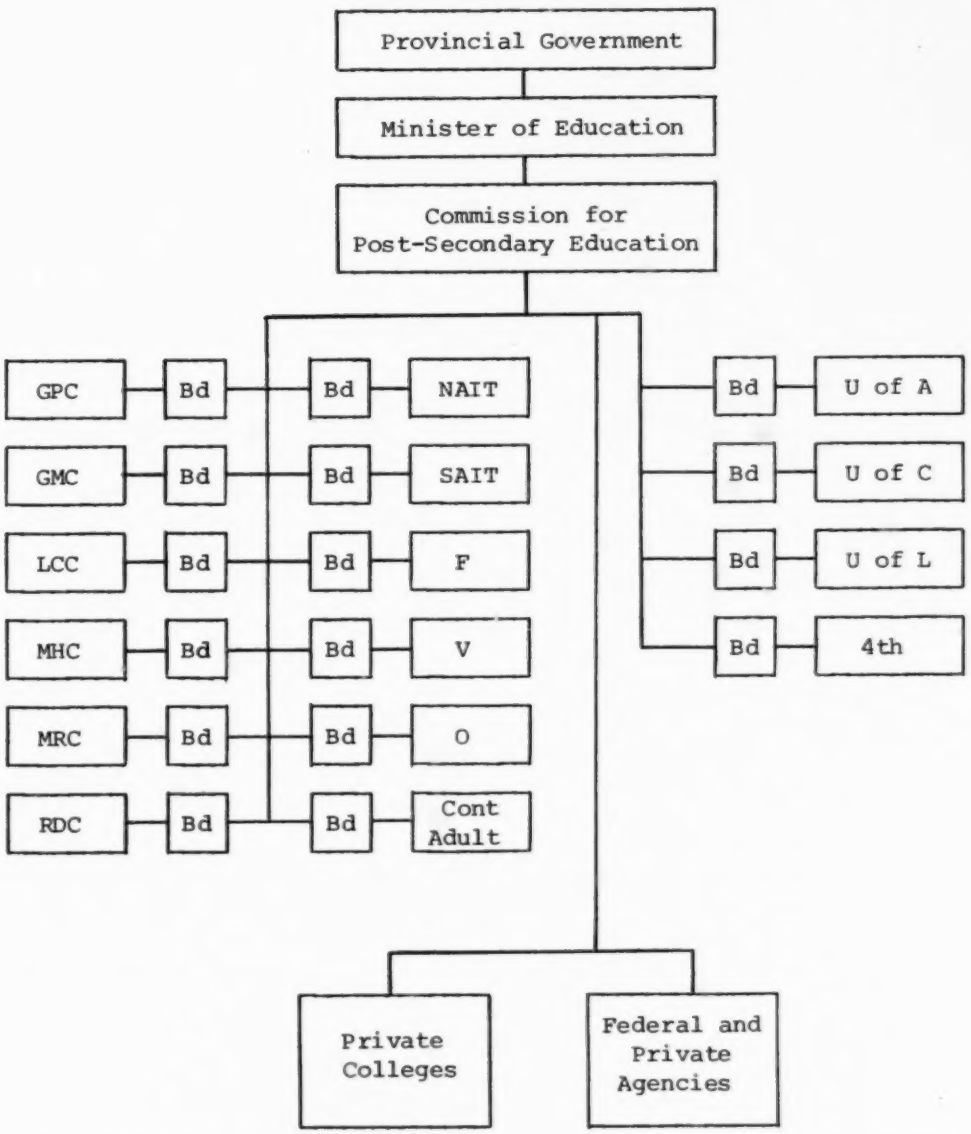
This alternative (Chart 10) combines the single coordinating board concept of Chart 8 with the concept of a governing board for each institution as in Chart 9. While the combination of alternatives is strong because of the presence of a single coordinating body, it it is weak in that it calls for one board to do too many things.

3. Assumptions of Alternatives One, Two, and Three. These three alternatives are based on the following assumptions: (1) the two functions of coordination and governance are most effectively and efficiently handled separately; (2) lay control is a bais concept in a democratic society where the individual and community must have a voice in determining their destiny; (3) local control is better able to identify the needs of the local community and to take the action necessary; (4) lay boards of control assist individual institutions in maintaining their autonomy and thus determining their own destiny in light of local, provincial, and national needs; (5) different levels of institutions have different needs that are best met by boards with specialist qualificiations; and (6) coordination with private colleges and agencies and federal programs of

CHART 10

ALTERNATIVE THREE

Single Board for Coordinating Post-Secondary Education
With Institutional Boards of Governors



non-degree nature is best handled by a commission specializing in non-degree programs.

4. Problems of Reorganization

a. Alternative One

To implement this alternative (Chart 8) the following changes are required:

Transfer of all post-secondary education responsibilities now assumed by the Minister of Agriculture to the Minister of Education.

Amalgamation of the four departments and commission that are now coordinating or governing post-secondary education, into a single coordinating commission.

Combination of the six college boards into one; the three university boards into one and the creation of a third board of control for the agriculture-vocational-technical institutes.

Reassignment of the coordination of private colleges and federal and private agencies to the coordinating commissions.

Reassignment of all non-degree adult education responsibilities to the colleges commission.

b. Alternative Two

Implementation of Alternative Two (Chart 9) would require:

A transfer of all post-secondary educational responsibilities now assumed by the Minister of Agriculture to the Minister of Education.

Assignment to the college commission of all post-secondary responsibilities presently assumed by the Department of Education and the Department of Agriculture.

Reassignment of all non-degree adult education responsibilities to the college commission.

Reassignment of all responsibility for coordinating private colleges, federal and private agencies to the college commission.

The establishment of governing boards for each of the agricultural-vocational-technical colleges.

c. Alternative Three

To implement Alternative Three (Chart 10) it would be necessary to:

Transfer all post-secondary responsibilities now assumed by the Minister of Agriculture to the Minister of Education.

Amalgamate the four departments and commissions now coordinating or governing post-secondary education into a single coordinating commission.

Reassign all responsibility for coordinating private colleges, federal and private agencies to the single coordinating commission.

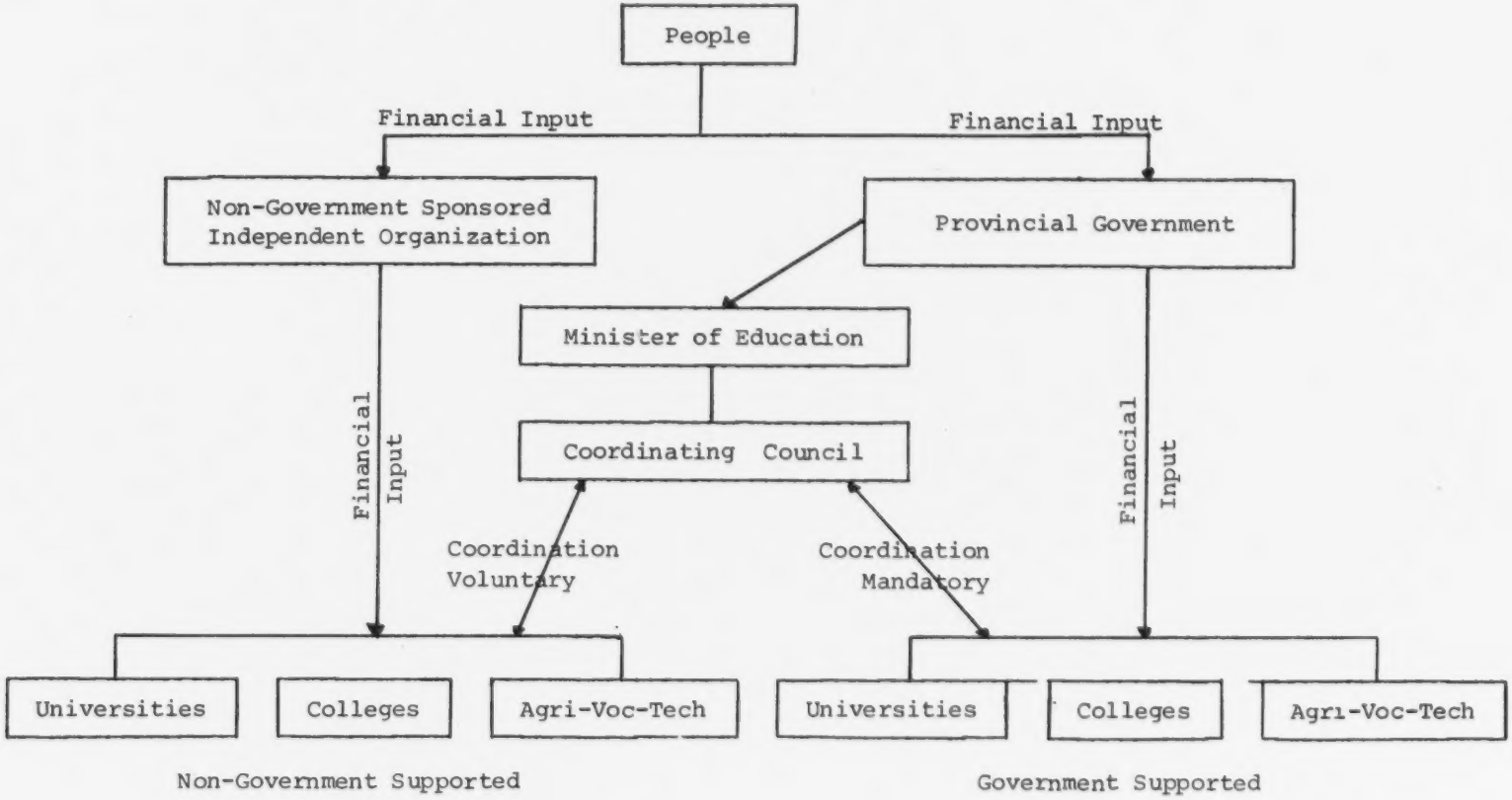
Reassign all non-degree adult educational responsibilities to the coordinating commission.

Establish governing boards for each of the agricultural-vocational-technical colleges.

5. Voluntary and Mandatory Coordination. In Chart 11 is depicted one conceptualization of voluntary and mandatory coordination.

CHART 11

VOLUNTARY AND MANDATORY CPPRDOMATOPM
PLUS SOURCES OF FUNDS

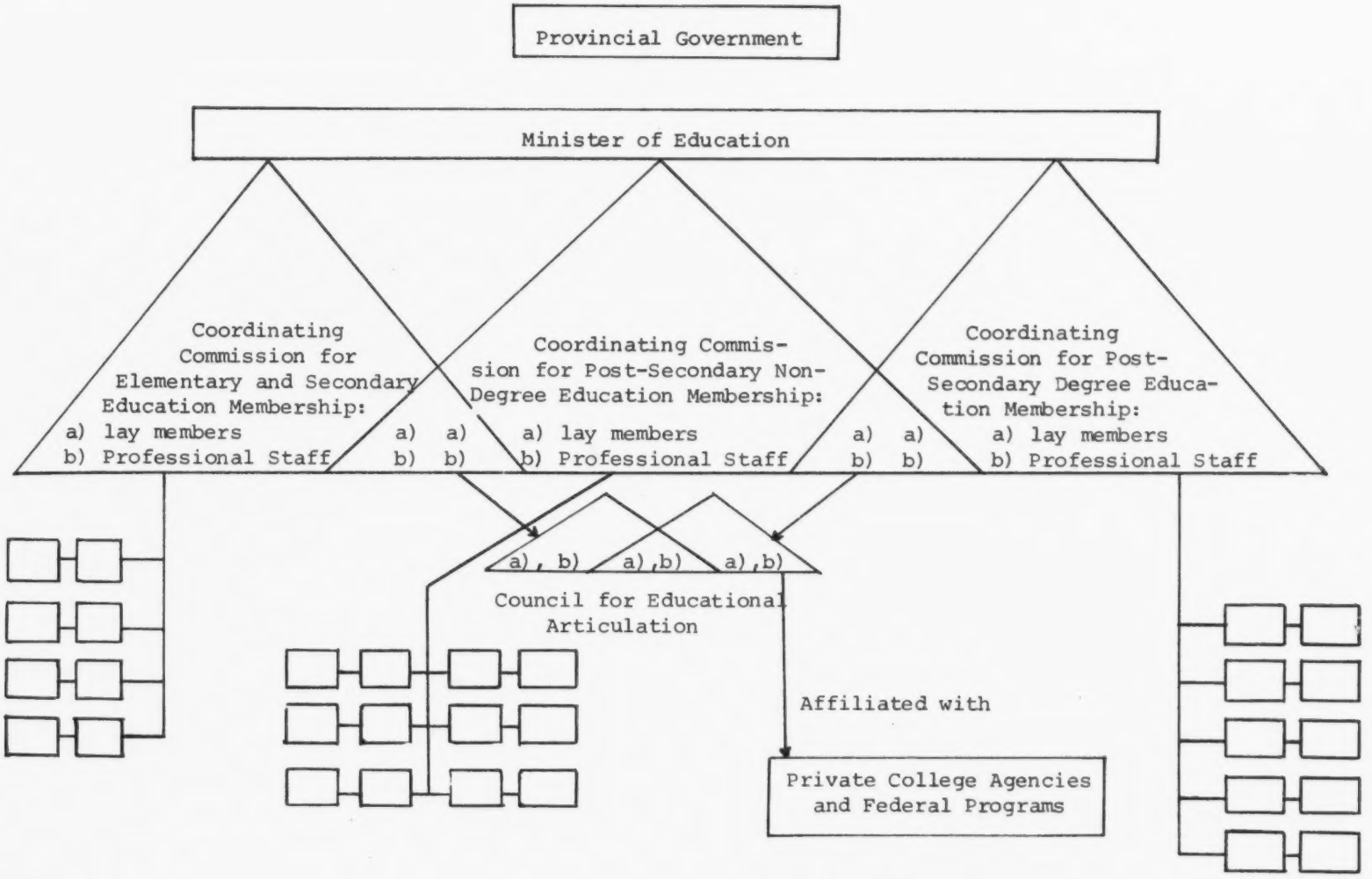


This schema is a modification of the Recommended Organizational Structure for Texas Higher Education.[31] A connecting line shows the flow of support from people to the governmental and non-governmental agencies which distribute money to educational systems. Since the government supported colleges must be coordinated by government-created coordinating councils, their compliance is mandatory. On the other hand the privately supported institutions may or may not enter into the coordinating activity.

Recommended Organizational Patterns for Education in the Province of Alberta. On the preceding pages the focus has been on the actual and potential patterns of post-secondary education. In the recommended model it is necessary to show how the total educational enterprise would be interrelated and then in more detail to show how the elements of post-secondary education are coordinated and governed. Chart 12 illustrates the relation between the Minister of Education and the three coordinating commissions. It is conceived that the Minister of Education, assisted by the deputy minister and his staff, would be the member of government responsible for the entire educational program within the Province. To fulfill this responsibility three commissions would be established: The Coordinating Commission for Elementary and Secondary Education, the Coordinating Commission for Post-secondary Non-degree Education, and the Coordinating Commission for Post-secondary Degree Education. Each coordinating commission would be composed of both lay and

CHART 12

RECOMMENDED ORGANIZATIONAL MODEL FOR EDUCATION
IN THE PROVINCE OF ALBERTA



professional members. The twenty-seven lay commissioners, nine in each commission, would be appointed by the government for a nine year term with a new member being appointed each year. No age, sex, ethnic, political, or religious restrictions would be placed on the appointment of lay members. It would be expected, however, that none of them would be members of any other lay educational board or be employed by any such board. This would not prevent lay members from being appointed from any of the other ministries of government. The intent is to provide the broadest possible base for community involvement in the educational enterprise. The professional staff of each of the commissions would be headed by a commission chairman or chancellor appointed by the Minister of Education from the civil service cadre. Each commission chairman would be responsible for the selection of his support staff.

The coordinating function would be the primary responsibility of each commission. This function would be characterized by a systematic division of labor among the constituent institutions, with a minimum of duplication and proliferation so as to maximize the available resources. Specific duties of each commission would include: (1) establishing uniform educational standards of attainment and recognition; (2) determining the level at which an institution would operate, the general kinds of educational programs that would be offered, the service area, etc.; (3) acquiring funds from the government and allocating these funds to the institutions; (4) conducting

studies and research and publishing reports and findings; (5) establishing broad policies related to general coordination and (6) conducting long-range planning for future needs and development.

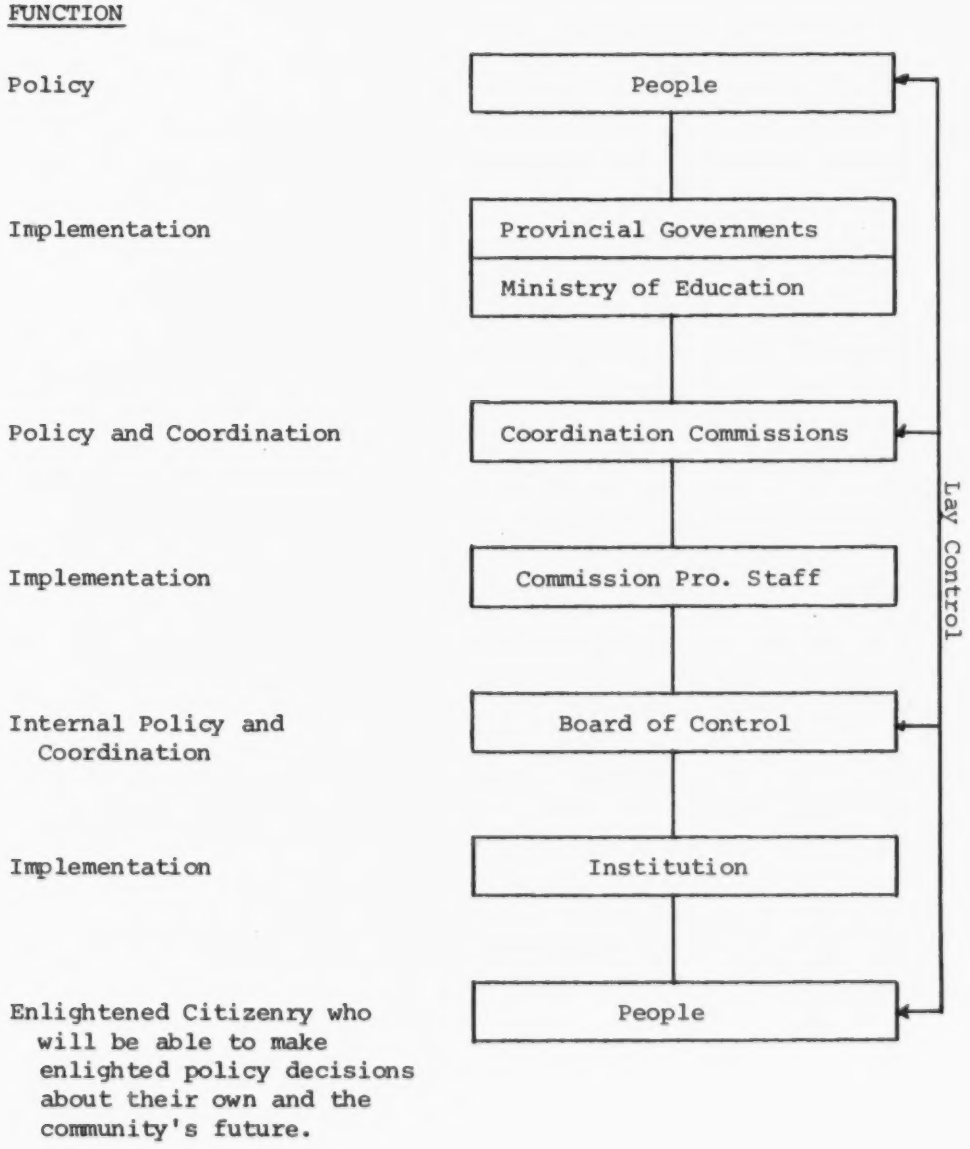
1. Articulation, Among and Between. One of the problems that can be anticipated with three coordinating bodies working with separate sets of institutions is articulation. It is evident that as students progress through the educational levels or transfer from one institution to another, there is need for planning the coherent interrelated scope and sequence of learning activities. It is also imperative that the transition be smooth and that loss of time and credit should be held to a minimum. Chart 12 illustrates one way to facilitate articulation namely by establishing a special council composed of the professional and lay members ot each commission. This council could serve either as an advisory body or, and I believe preferably, it could be delegated the power and authority to make policy, establish standards, and guidelines regarding aticulation for all public institutions within the educational system. Outside the public system one of their major responsibilities would be to establish affiliation procedures and guidelines for private colleges and federal and private agencies.

2. The Lay Board of Governors. A basic assumption which has been presented, and which will now be reinforced, is the principle of lay control. This is too important a concept to be taken for granted or to be applied in nominal fashion as a facade for bureaucratic

control. If public higher education is bureaucratically controlled, then it is a bureaucratic higher educational enterprise. The professional bureaucrat is a necessary partner in the educational enterprise. He is many times the unsung hero and the whipping boy, but he is also in a position to control the flow of the information and to create directives that are administratively convenient and politically expedient but not necessarily in the interests of the youth or the community being served. Democracy is established on a basis of checks and balances and in the educational enterprise that role is assumed by both the lay board and the professional. Each side of the government is framed in by the public. They stand above the government, they are between the government and the bureaucracy, between the bureaucracy and the institutions and in the end, full circle, they are served by the institution (Chart 13). For this reason the institutional board of governors are lay boards which ensure institutional autonomy and academic freedom for both the staff and the students. It falls then to the board of governors to operate the institution in keeping with the policies developed by the coordinating commission. Specifically the board of governors should determine the operational policies of the institution, contract for needed personnel and services, prepare budget and planning documents, establish standards for student life, and assume the general academic policy-making and administration of the institution. One of their

CHART 13

LAY CONTROL AND BUREAUCRATIC SERVICE: A SYSTEM OF CHECKS AND BALANCES



prime responsibilities would be to make recommendations to the coordinating council through its administrative officer, the president.

Below the level of the board of governors, the structure would remain more or less the same as it is now, though with the realization that there is a need for greater student and faculty participation in determining policy, and the further realization of what such participation would imply.

3. Required Changes in the Present System to Implement the Recommended Patterns. Only a few changes are necessary to implement this model:

1. Transfer all educational responsibility now held by the Minister of Agriculture to the Minister of Education.

2. Establish three coordinating commissions. All of these are now in existence; only one, the Department of Education, need change its name.

3. Appoint a lay board for the Coordinating Commission of Elementary and Secondary Education. No changes need be made in the professional staff of either Department of Education or of the commissions, except for possibly increasing the present size of the college commission, to analyze the services now being duplicated by each agency and determine if they can be shared. Furthermore, there is a need to examine and redefine, if necessary, the functions, duties, and responsibilities of each commission and to establish a consistent pattern of operation and field of responsibility.

4. Build in immediately, a system of articulation among and between the commissions and establish articulation and affiliation standards and guidelines for institutions and agencies which are not provincially supported.

4. Future Changes. The model presented seems to be a reasonable step towards improving the existing conditions. It brings together some of the more disparate elements of education under one ministry and at the same time does not disrupt too greatly the existing structure. Furthermore, this model permits greater involvement in education by the lay community. If in the future greater centralization is required, the three commissions can be reduced to two, one for the elementary and secondary and the other for all post-secondary education. Or, the three commissions could be telescoped into one, though I feel this move would be a mistake. If the desire were for the minister to work directly with fewer groups, an executive coordinating council could be created from members of the existing commissions.

Greater control could also be exercised over individual institutions by combining all governing boards into one for each major area or geographical district. It is even possible from the recommended model to create one super-board and do away entirely with the board of governors. Again, I feel this would be a mistake.

Ideal Model. The patterns noted above present what is in existence and what is recommended for glacial evolution, but it does

not present the ideal. The ideal model of governance like the ideal community college or the ideal university does not exist; it is only becoming. Because the ideal is evolving, because it is becoming more apparent, it is therefore constantly becoming more attainable. The ideal does not do away with bureaucracy. Bureaucracy is a fact of man in society. There will always be a division of labor, disparity of status, power and authority. But there is no reason why bureaucracies cannot become more fully human. This is not to say that man's behavior will become more predictable. Behavior will always be unpredictable since the fully human being has the freedom of choice.

Assumptions on Man in the Ideal Organization. In briefest terms, (1) the ideal model assumes that man is a social, political animal who needs organization to fulfill personal and societal goals. (2) Man is a member of both the historical and existing community which transmits perennial truths and problems, and which modifies its traditions to meet the exigencies of the moment. (3) Man has limited resources of time and energy and therefore requires a division of labor to accomplish all the necessary tasks. (4) Man has the ability, interest, and desire to engage in the formulization of broad, general policies for his environment, community and work. And lastly, (5) man upon accepting the determined policies of the community has the commitment to perform his specific task to achieve the

end desired. If these assumptions are accepted, then the pattern of organizing men can be developed.

Pattern of the Ideal Organization. In the ideal organization there are two functions: policy and implementation of policy. Policy here refers to those broad statements which set the parameters for the group's operations. All members of the group, if they are to be committed to the group and its purposes, must be involved in this policy-making decision. For example, a broad national policy would be a decision to engage in war. In the First and Second World Wars the people of Canada and the United States, in the main, agreed to engage in the conflict and the nations, supported by a committed people, eventually won. As a note of contrast, the United States' involvement in Southeast Asia today does not have the commitment of the nation since the people cannot agree on which policy should be accepted. Policy sets the broad guidelines for action. It does not specify what action should be taken; that is an implementation stage. The two--policy and implementation--are quite different: policy involves all of the relevant people--in the case above the total population of the nation. Implementation involves some of the people and has the moral support of the rest. Using the war example, after the people have determined they will fight, they do not determine how many guns, ships, planes will be produced or where the men will be trained or where and when battles will be fought. These are implementing decisions that must be resolved by that group who have been assigned that responsibility. Within the group that is assigned a particular

task, again there are policies to be established which are implemented by still a smaller team who must first establish another set of policies to carry out their assignment, and so on.

Envision now a community of scholars and students working in a department at an institution of higher education. The community, as a whole, decides on some broad policies which are then implemented by smaller teams of professors and students. This community is but one in a college and the college is but one in the institution. And finally the institution is but one in the system. Every person serves on the policy level and then in a number of ways he serves in the implementation stage but not at all levels or in all areas. He does not have the time, the energy, nor the talent to do that. And so the labor is divided. Because he serves, however, on a number of different levels of policy and of implementation, there is a linking between these two functional areas. The difficulty is to remember when it is policy and when it is implementation. The steps necessary to carry out the model have been developed elsewhere[32] and will not be further examined here except to note that in practice it falls short of the ideal, but so will any scheme the Province of Alberta adopts. It is an ideal: one way to make organizations more fully human.

CONCLUSION

I have attempted in this paper to show some of the basic and commonly accepted concepts and principles of higher education, some

of the arguments for and against state involvement in government. I have also outlined several plans that are in operation in North America for the coordination or governance of higher education; I have briefly discussed the model in operation in Alberta today and the ways in which this model could be altered; finally I have recommended a plan, and added some brief notes about an ideal organization.

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